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ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING

BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

JUNE 1, 1971

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BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

MCGRAW-HILL COMPANY OF CANADA LTD.

JUNE 1, 1971

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McGRAW-HILL CANADA

McGraw-Hill Company of Canada Limited was incorporated in Ontario in 1944. Its head office is in Scarborough, Ontario, and it maintains a sales and editorial branch in Montreal and a sales office in Vancouver.

Our company is a wholly owned subsidiary of McGraw-Hill Inc., New York. McGraw-Hill Inc. is a public company, listed on the New York Stock Exchange. It is one of the two or three largest publishers in the world and comprises three operating groups, Books and Education Services, Publications and Business Services, and Information Systems and Financial Services.

Books and Education Services include McGraw-Hill Book Company, McGraw-Hill International Book Division (of which we are a part), American Heritage Publishing Company, and the McGraw-Hill Continuing Education Company.

The International Book Division distributes all McGraw-Hill Book Company product throughout the world, but increasingly is doing indigenous publishing in English, Spanish, French, Portuguese, Malay, and a half dozen other languages. This is achieved through an export department in New York, eight wholly owned subsidiaries (of which our company is the largest and second oldest) and three joint venture companies.

From the inception of our company, our parent company has followed a policy of encouraging us to act independently in our day-to-day operations, to develop an indigenous publishing program, and to make our own publishing decisions.

Our management and staff have always been Canadian. The first Managing Director of McGraw-Hill Canada was H. R. M. Clee, formerly Book Department manager of The Robert Simpson Company, Toronto, and founder of the Toronto publishing company, Ambassador Books Limited. Mr. Clee was succeeded by Charles H. Sweeny, who had been joint managing director of William Collins Sons & Company (Canada) Limited. Mr. Sweeny was later appointed President of McGraw-Hill Company of Canada Limited, and is now Chairman of the Board of our company. Our present president is John F. Macmillan, who joined McGraw-Hill as a College salesman in 1947.

The members of our operating executive, all of whom are Canadian, are as follows. Date of joining the firm is given in parentheses.

Charles H. Sweeny*, Chairman of the Board (1950)

John F. Macmillan*, President (1947)

Lorne M. Wilkinson*, Executive Vice President (1954)

William L. Darnell*, Senior Vice President and Editorial Director (1951)

Cornelis VanRemortel, Vice President and Controller (1964)

Ronald C. Hume, Vice President, General Books (1961)

J. William Baker, Vice President, Service and Systems (1965)

M. Barbara Byam*, Vice President, Personnel (1949)

*Company Director

The investment in McGraw-Hill Canada by our parent company consisted of capital; a comprehensive inventory of their publications;

the right to distribute a large and excellent list of books which were already well known to many Canadians, especially in the universities; favorable trading terms; and continuing guidance and information in the areas of management techniques and the economics of publishing.

For the first 16 years of our company's operations, our parent refrained from drawing dividends from its investment in Canada. Instead, it encouraged our management to use our retained earnings to establish a Canadian publishing program.

Over the past two decades, we have developed one of Canada's largest publishing programs--in both English and French languages. By November, 1970, our list of Canadian books in print included 425 titles, all of which were contracted for, edited, and with one exception, printed and bound in this country. Approximately 100 of our titles are French-language textbooks bearing the McGraw-Hill Canada imprint. We purchased the publishing division of The Ryerson Press on December 1, 1970, thereby acquiring their list of 500 Canadian titles which complements our original list in several important respects.

In 1970, the annual royalties earned by some 325 Canadian authors amounted to about $350,000. In that year also, our purchases from Canadian typesetters, printers, and binders amounted to $1,750,000; in 1971, we expect to spend $2,400,000 for this purpose.

Our staff now numbers 270. At our Scarborough office we employ 242 people of which 27 comprise an editorial and book production staff. In Montreal, our French-Canadian staff of 17 publishes and markets textbooks in the French language. The remaining 11 members of our staff are sales representatives residing outside Ontario. Our salary and wages budget for the year 1971 is $1,745,000.

Internationalism in Book Publishing

Publishing by the very nature of its product is an international business. Literature and knowledge have never respected national boundaries. The public, scholars, and educators have always demanded access to all books published--the country of origin was and is immaterial. For a publisher in Canada to confine his product to those books written by Canadians would restrict him to a small share of the market. As a consequence, any Canadian publisher who has enjoyed any measure of success has always distributed imported books. The distribution of imported books provides him with an economic base for his own original publishing.

When McGraw-Hill acquired the Ryerson Press in December, 1970, half of Ryerson's revenues were derived from the sales of British and U. S. books imported by Ryerson from more than a dozen foreign publishers. Indeed, Ryerson's ratio of domestic to foreign product was not greatly different from that of McGraw-Hill.

Participation in the international market provides Canadian management personnel with opportunities for experience which are

rarely available in any other way. For example, at this time the following positions are filled by former employees of McGraw-Hill Company of Canada Limited:

Executive Vice President, McGraw-Hill International Book Division (New York)

Senior Vice President, McGraw-Hill International Book Division (New York)

Managing Director, McGraw-Hill Book Company, Australia Pty. Ltd.

Managing Director, McGraw-Hill Book Company, South Africa Pty Ltd.

Managing Director, Libros McGraw-Hill de Mexico S.A. de C.Y.

Marketing Director, McGraw-Hill Book Co. of South Africa Pty Ltd.

Distribution Manager, Editorial McGraw-Hill Latinoamericana, S.A. Panama

No one of these individuals is a U. S. citizen, and it is expected that most of these executives will return to Canada, bringing with them unique management experience which will be valuable assets in Canada's future participation in global markets.

II OUR CANADIAN LIST

Until our acquisition of The Ryerson Press list, the great majority of our books were educational. In this respect, we followed the tradition of our parent company, as well as the economic dictates of the Canadian situation, where educational markets are more easily accessible than "trade" (i.e., non-educational) markets.

We are one of the very few firms in Canada that publish Canadian books by Canadian authors for practically all levels and kinds of educational institution: elementary, secondary, and tertiary; academic, business, and technical. We have pioneered in several educational areas; in our Foundation Series of textbooks for Ontario Occupations courses; in the CANADA AT WORK Series of books for young people on our country's major industries; in the McGraw-Hill Series in Canadian Politics, a series of original paperbacks under the general editorship of Professor Paul A. Fox, of the University of Toronto; in books like BUSINESS STATISTICS by James T. Walker, TEMPER OF OUR TIMES, edited by Side and Greenfield, and other books designed especially for Colleges of Applied Arts and Technology; in advanced texts for post-secondary technical institutes, including ENGINEERING DRAWING AND DESIGN, by C. H. Jensen, and TECHNOLOGY OF MACHINE TOOLS by Krar, Oswald, and St. Amand.

Educational Books (texts, workbooks, and other classroom materials)

Our textbooks for elementary and secondary schools are used in

all provinces, having met the requirements of the various Departments of Education regarding Canadian authorship, content, and manufacture, as well as quality.

Our list of El-Hi textbooks and other classroom materials is strong in the areas of geography, vocational education (including business education), social science, chemistry, music, and home economics. We also publish in the subject areas of history, English, French as a second language, and health.

At the post-secondary level, we have published textbooks in economics, finance, technology, teaching methods, and political science, as well as numerous other books mentioned under Reference Books.

The Ryerson Press list of El-Hi texts is especially rich in the fields of history, elementary science, literature, mathematics, and social studies, thus complementing nicely the McGraw-Hill lists. (Ryerson post-secondary textbook publishing was limited.)

As of January 1971, our School Division was renamed Ryerson Educational Division, McGraw-Hill Company of Canada Limited, and this is the imprint that will appear on all our future El-Hi publications.

All Ryerson books which were in progress at the time of the purchase are being completed, and of course all contracts between The Ryerson Press and its authors will be honoured by us.

Adaptations of U. S. Textbooks

By publishing Canadian editions of publications of our parent company, we have made available to Canadian schools the results of educational research and testing on a scale far beyond the capabilities of any Canadian agency combined with "Canadianization" of content to the extent required by the subject-matter in each case. Most of these adaptations are published in response to specific requests from representatives of provincial Departments of Education, to whom such books represent the best of modern textbook organization and design, combined with the Canadian (or even provincial) content they require, at reasonable prices.

Our parent company has always been helpful in persuading its American authors to agree to our having their works adapted by Canadian teacher-authors; in most cases, the original author does not even ask the right to read the Canadian adaptation before it is published. Because reasonable royalty terms and the right to buy duplicate film from which plates can be made are made available to us, the Canadian schools that use such books usually pay no more for them than do U. S. Schools for the American edition. Proven learning instruments such as these would certainly not be possible if a Canadian publisher had to pay the whole cost of development, testing, illustration, and design for texts of equivalent quality. In fact, if it were not for the cooperation we receive from our parent company in this area of publishing, such books could not be

produced in Canada at all.

French-language Publishing

We are especially proud of the fact that we are making available to Canadian students textbooks in both French and English. Indeed, in several cases, we publish the same textbook in the two languages. Some of these are original Canadian works, for example: BASIC MODERN CHEMISTRY, by Gravel, Hall and Madras, and its French edition, ELEMENTS DE CHIMIE MODERNE, and ELEMENTS OF ACCOUNTING, by Henry J. Kaluza, of which the French translation, ELEMENTS DE COMPTABILITE, is in preparation. Others are adaptations (or translations) of U. S. texts (e.g. TEEN GUIDE TO HOMEMAKING, by Barclay and Campion, and its French version, EDUCATION FAMILIALE). In the small French-language market for textbooks, especially in the technical field, the benefits of being able to adapt technical artwork from the U.S. are especially important, for the initial costs of such publications would certainly be prohibitive to a Canadian publisher starting from scratch.

In several areas of education, especially business education and basic technical subjects, ours are the only French-language texts published on this continent. Such books as STENOGRAPHIE GREGG, by Soeur Marie Ernestine, 99 LECONS DE DACTYLOGRAPHIE MODERNE, by Jean Laperle, and INITIATION AU TRAVAIL DE BUREAU, by Françoise Genest, have for many years provided French-Canadian students with an opportunity to learn stenography, typewriting, and office practice

from other than European publications.

Reference Books

In addition to textbooks, we have published numerous books which might be termed reference works, or books in the field of general knowledge. One of these which has been mentioned frequently of late in public discussions about the Canadian book industry is FOREIGN OWNERSHIP OF CANADIAN INDUSTRY, by Dr. A. E. Safarian, of the University of Toronto. This book, which we published in 1966, is still the only full-length study of the subject. In this same general subject area, we shall publish in Spring, 1971, a new book by Professors I. A. Litvak, C. J. Maule, and R. D. Robinson, entitled CANADIAN-U.S. BUSINESS ARRANGEMENTS. Perhaps NATIONALISM IN CANADA, edited by Peter B. Russell, also deserves mention here, although it went out of print in 1970, after a life of about four years. Professor John Crispo's INTERNATIONAL UNIONISM: A STUDY IN CANADIAN-AMERICAN RELATIONS, is another book in this general field. We have already mentioned our Series in Canadian Politics, which so far comprises five titles.

In publishing books like these, we believe that we have provided a platform for Canadian writers of all shades of political opinion. Needless to say, we do not dictate the content of such books. Like most commercial book publishers in the western world, we are entrepreneurs, not propagandists.

We have also been active in publishing reference books for

businessmen and the public in general. The annual McGRAW-HILL DIRECTORY AND ALMANAC OF CANADA; CANADIAN BUSINESS HANDBOOK, by Newman and Newman, now in its 2nd edition; THE CANADIAN COLLECTION OF THE ART GALLERY OF ONTARIO; THE LAW AND YOU, a layman's guide to Canadian law, by F. A. R. Chapman, Ryerson Polytechnical Institute; THESE CANADIANS: A SOURCEBOOK OF MARKETING AND SOCIO-ECONOMIC FACTS, by Nariman K. Dhalla; PUBLIC ADMINISTRATION, by J. S. Hodgson; and A BRIEF HISTORY OF CANADIAN EDUCATION, by Professor F. Henry Johnson, University of British Columbia, are books that fall into this category.

Trade Publishing

Although, as we have said, McGraw-Hill Canada has published far more educational books than trade books, we did enter the latter field before acquiring The Ryerson Press. Among the trade books that bear our imprint are AND NOW HERE'S MAX, by Max Ferguson, winner of the Stephen Leacock Medal for Humour; WILD PLUMS IN BRANDY, by Sylvia Boorman, now in its 2nd edition; ANYONE CAN MAKE A MILLION, by Dr. Morton Shulman; PIONEER GIRL, the letters of Maryanne Caswell; and THE TOM THOMSON MYSTERY, by Judge William T. Little.

The list of The Ryerson Press has, of course, increased tremendously our stake in the trade publishing business. It is probably unnecessary to mention here the many distinguished Canadian writers whose books bear the Ryerson imprint; a list of all Ryerson titles now in print is appended.

We intend to keep this list alive and, where possible, to reinvigorate it by arranging for new editions of backlist titles, reviving titles that are now out of print, and, of course, soliciting new books from authors who previously published with Ryerson. We have already negotiated some new contracts with such authors.

Commencing in 1971, all our trade books will bear the imprint Ryerson Press/McGraw-Hill. Our list will include books for which we contracted as well as books for which The Ryerson Press contracted. Among the books to be published this year are:

CANADA'S FIVE CENTURIES, by Dr. W. Kaye Lamb (M-H)

MAKPA, by Margery Hinds (R.P.)

OUR EARTH IN CONTINUING CHANGE, by Dr. D. M. Baird
R. O. M. Science Series (R.P.)

GOLD RUSH: A PICTORIAL HISTORY OF THE KLONDIKE, by
James Blower (M-H)

MORDECAI RICHLER, Editor G. D. Sheps. Critical Views
on Canadian Writers Series (R.P.)

PORTRAITS FROM THE PLAINS, by The Honourable J. W.
Grant MacEwan (M-H)

Among the exhibits sent with this brief are our Spring 1971 trade catalogues, which will amplify the foregoing.

Exports

As we shall point out elsewhere in this brief, because most of our Canadian books are written for specialized Canadian markets, it is difficult to find markets for them outside our country.

A few, however, are of a sufficiently universal character to interest foreign countries. We have been successful in obtaining

orders from other McGraw-Hill companies, especially from our American parent, but also from McGraw-Hill companies in Australia, South Africa, and England, for books in our Foundation Series of occupations texts; our basic texts for technical schools on machine shop, sheet metal, drafting, auto body repair, and electricity; SELECTED STUDIES IN REGIONAL GEOGRAPHY, a Grade XII text by L. A. Swatridge, R. C. Langman, and A. A. Burbidge; and others.

Our most notably successful books in foreign markets have been ENGINEERING DRAWING AND DESIGN, by C. H. Jensen, and TECHNOLOGY OF MACHINE TOOLS, by Krar, Oswald and St. Amand, both of which have had a larger sale in the U.S.A. than in Canada. In 1970, our U.S. company bought from us 11,184 copies of the Jensen book, and 5,710 copies of the book by Krar et al.

One of our basic technical school texts, AUTOMOTIVE FUNDAMENTALS, by F. C. Nash, has been translated into Spanish, and published by Editorial Diana. A SYNTHESIS OF TEACHING METHODS, by C. M. Shipley, et al, is imported by our U. S. company, has been translated into Portuguese, and has been issued in the low-priced International Students' Edition produced by McGraw-Hill in Tokyo for Asian and African students.

It will be noted that a part of the foreign distribution of the two last named titles was achieved by the sale of rights, rather than of actual books. This type of foreign sale does not, of course, benefit Canadian printers and binders. It does, however, benefit Canadian authors and publishers--and the Canadian balance-of-trade.

It must be admitted that our export sales, of rights and books, are still a very small part of our business. (In 1970, our book exports totaled $167,500.) We shall continue, however, to try to increase exports as much as circumstances allow.

III PROBLEMS OF THE CANADIAN BOOK PUBLISHING INDUSTRY

Population and Geography

The principal obstacle that faces anyone trying to be a successful Canadian publisher is that of a relatively small population spread over a vast territory. Not only is the population small but it is divided into two official language groups, and, for purposes of education, it is divided into at least ten jurisdictions.

There are two obvious ways for the publisher to tackle this obstacle. The first is to have sufficient product to make marketing in a small diffused market worthwhile. Canadian product, by itself, is not likely to be sufficient and so he must fall back on the imported product. The sales of imported books which in practice do not depend upon quantity for profitability support the marketing of the Canadian books.

The second solution for the publisher is to find export markets for the Canadian product. Generally Canadian publishers have not been very successful at finding export markets for a variety of reasons:

1. Foreigners' general lack of interest in Canadian culture and insufficient knowledge of Canadian authors. A glance at the contents of any anthology of world literature will confirm this.
2. The local and provincial orientation required by most Canadian Departments of Education in the textbooks they

approve. Many of our textbooks have been rendered unsuitable for export by the "national" nature of their content.

3. The standard of book manufacture in Canada is often lower than in the U. S. without substantial compensating economies. Many of the textbooks manufactured in Canada do not meet the physical standards required for textbook adoption in U. S. markets. If they were to be manufactured to these standards, they would be priced too high for the Canadian and export markets.

Buying Around

We have already emphasized the point that to support his domestic publishing, the Canadian publisher needs the sales of imported books. Unfortunately, communication with the sources of those imported books is very easy for most of the Canadian market. As a consequence, a large segment of the market bypasses the Canadian publisher and buys U. S. and British books either directly from the foreign publisher or through U. S. or British jobbers. Usually it is not for price reasons that the Canadian customer buys around the Canadian publisher. The two most common reasons advanced are (a) faster and more efficient service (b) the efficiency and economy of buying several publishers' books from one source, i.e. the jobber.

The Canadian book publishing industry would certainly be strengthened if one or both of the following proposals were adopted and put into effect:

1. When public money is expended for the purchase of books and related materials, the purchaser should be required to buy from Canadian sources provided that their prices and service do not differ significantly from those of foreign sources.
2. The Government of Ontario should consider the setting up of a library service centre to look after the purchasing and processing of books for the libraries and resource centres of Ontario schools. Such a centre would enable schools to buy all publishers' books from one source and to have books processed in an economical and uniform manner. The recently organized College Bibliocentre for the Colleges of Applied Arts and Technology sets a precedent for this type of government-organized service. If properly managed, such a library service centre could be self-sustaining.

Fragmentation of the Elementary and High School Educational Market

We have already mentioned that the Canadian publisher endeavoring to serve the education market has to contend with ten or more major jurisdictions. Current trends in education make his problem much more complicated. One of the most easily recognized trends in Canadian education is decentralization. The trend is advanced in the province of Ontario and particularly in the area of curriculum. No longer does a provincial curriculum branch prescribe

required subjects for particular grades and then issue detailed courses of study for each subject. The range and choice of subjects is becoming increasingly wide. The determination of the contents for each subject is being left to regional or local authorities, or to schools or teachers or even students. It is not our intention to debate the merits of this decentralization but to point out the implications of it for the Canadian educational publisher:

1. The process of making publishing decisions becomes much more difficult. There is no longer a detailed course of study for which the book can be tailored. Armed with only a brief statement of the philosophy of the intended course, the publisher and his authors must decide on the content and organization of the book. The gamble of producing materials that will be acceptable to the market is increased tremendously.
2. The potential market for any one textbook is much smaller. No longer can a publisher reason that if he produces a good textbook suitable for the Grade XI Geography course in Ontario, it may be used by one-third of the 75,000 students enrolled in that grade. Now he has no way of determining how many students in Grade XI will elect to take Geography, nor what the shape and content of the course will be for those who do take the subject. He must weigh the wisdom of printing short runs of his book

against the economy of printing long runs, and he must try to amortize his preparatory and plant costs over fewer copies. He must try to get a higher than traditional price for his book without jeopardizing its acceptance in the market place. The effects of smaller sales and consequent shorter runs on the cost of a typical textbook are demonstrated in the case study on the following page.

3. The costs of marketing products in the educational market become much greater. The centralized prescription of textbooks made their marketing very simple and inexpensive. A few years ago, it was not unusual for one person to market a fairly extensive list of elementary and secondary school textbooks in all ten provinces of Canada. Now when the purchasing decisions are being made at the local, school, or teacher level, an extensive sales force is necessary and it must be backed up by costly promotional materials.

4. The publisher increasingly must assume the functions formerly performed by the Curriculum branches of the Departments of Education. In the end, the use of his materials will determine curriculum to a large extent, and so he must ensure that what he produces conforms to the newest and best knowledge of how learning takes place.

We believe that both the schools and Canadian publishing would benefit if the following proposals were implemented:

Project X - A High School Textbook

400 pages 2 colours liberally illustrated

Investment prior to manufacturing:

development	3,000		
editorial	6,400		
artwork	3,000	12,400	
composition	10,750		
film and plates	7,200	17,950	30,350

Amortization of Investment:

on projected sales of 50,000 copies = $\frac{30,350}{50,000}$ = .607 per copy

on projected sales of 20,000 copies = $\frac{30,350}{20,000}$ = 1.518 per copy

Cost of Alternative Printings

Sales of 50,000 copies			Sales of 20,000 copies
2 x 25,000	or	5 x 10,000	4 x 5,000
mfg. 1.20		mfg. 1.46	mfg. 1.75
invest. .607		invest. .607	invest. 1.518
1.807		2.067	3.268

1. The Curriculum Branch of the Department of Education and educational publishers should establish and maintain better avenues of communication regarding curriculum development. Publishers could supply assistance in the development of curriculum and the Curriculum Branch could supply guidance for the development of curriculum-oriented learning materials. The present avenues of communication are not structured, and their effectiveness depends very much on the personalities of the individuals involved.
2. The Department of Education might establish and possibly subsidize Learning Materials Centres where publishers could display and demonstrate their materials and which teachers in a given area could visit in an organized fashion. This concept does not envisage a few trestle tables in the basement corridor of a local school but proper exhibit space where publishers could demonstrate their materials in a professional manner and where the most recent materials of instruction would be available for examination by teachers.

Lack of Research Facilities

To embark on sound El-Hi educational publishing, a publisher should have or have access to rather extensive facilities for research and evaluation. No Canadian publisher can afford the facilities that would enable him to do the inspired and tested publishing that he would

like to undertake. Even in the United States where publishing houses are much larger, few of them can afford a full range of research for the development and evaluation of their products. However, in the United States, publishers do enjoy the benefits of the research and development that is underwritten by large grants made by various philanthropic foundations. The Chem Study project, the PSSC Physics study, the ESL science project are examples of educational studies financed by foundation grants and which resulted in the development of textbooks and other materials. Commercial publishers were able to tender bids for the rights to publish the books and other materials that resulted from the studies. In Canada, grants for studies in education are few and usually small. Very rarely have any of them been devoted to studies that created new and better materials of instruction.

When the Ontario Institute for Studies in Education was launched a few years ago, we, like most educational publishers, were hopeful that the Institute might provide some assistance particularly in the areas of evaluation of new materials. Up to now we have been disappointed. The Institute has exhibited little interest in the educational materials being developed by us for the Ontario or Canadian market and has offered no substantial assistance in a professional assessment of them. The Institute has developed some learning materials, but, so far as we know, has not sought the advice or cooperation of Canadian publishers in their development.

In some cases, such materials have been marketed in competition with similar materials supplied by publishers. The Institute seems to have ignored the role played by Canadian publishers in supplying the materials of instruction for Canadian schools.

We strongly recommend that the O.I.S.E. adopt as one of its important functions the development and evaluation of Canadian learning materials, in cooperation with publishers.

The New Technology for Copying and Storing Information

No doubt, most of the briefs presented to the Royal Commission on Book Publishing will mention the problems posed by photocopying equipment and its widespread use. It is apparent that the equipment of the near future will incorporate improvements that will improve the quality of reproduction and make it even more economical. Like those of all publishers, our sales have suffered because of photocopying practices. The extent of our losses is impossible to determine, and all that we can say is that it is substantial. As a company, we have found no satisfactory method of identifying those who are violating copyright through photocopying nor of curtailing their activities.

A newer and perhaps more fundamental problem is the inclusion of copyrighted materials in computer-operated information storage and retrieval systems. As an example, during the last week of February, 1971, we received requests from two major Ontario city Boards of Education for permission to use some or all of the items

in our OBJECTIVE TESTS IN BASIC MODERN CHEMISTRY in a computer storage bank. One request mentioned that the bank would be drawn upon by 27 high schools; the other stated that the bank would be available to all science teachers "from which they could order multiple-copy printouts for their students' use". The publication referred to is a paperbound workbook containing 975 objective test items covering some 50 topics in introductory chemistry. Its normal price to the schools is $1.56. We must now determine what is a fair price--fair to us and to our authors--for the inclusion of these materials in a computer storage bank.

We recommend that some procedure be devised for initiating and maintaining a dialogue between publishers and educators who may want to copy and store a part of the materials owned by the publisher. The objectives of the two parties are not necessarily incompatible and arrangements might be made that could be mutually beneficial.

The "Free Copy Syndrome"

One of the most effective devices for promoting the sale of textbooks has been the sending out of "complimentary" copies to educators who were in a position to determine or influence the adoption of textbooks. Understandably, any educator wishes to examine and evaluate books and other materials before recommending their use in the classrooms under his jurisdiction. Indeed, he would be derelict in his duty if he did not do so. In the years when adoptions of single textbooks were widespread, sending out

complimentary copies was valid and economical. A few dozen copies of a book distributed to directors of curriculum and their committees could result in the sales of hundreds or even thousands of copies of the book. With the decentralization of education and the changing role of the textbook, all this has changed. The selection of instructional materials now resides at a much lower level, and, as a consequence, many more educators are involved. When the choice is made, it is not likely to be for a single title but for multiple titles, a few copies of each being placed in a resource centre. The necessity for the educator to examine the materials before selection still exists, but the cost of providing free copies for this purpose has become excessive. During 1970, we sent out 118,263 copies of our books free of charge to educators and reviewers. The costs of manufacturing these books, of receiving and processing the requests for them, and of packaging and mailing them exceeded $200,000. We still consider the complimentary copy our most effective selling procedure, and we have been most reluctant to curtail its use. However, its effectiveness is declining, and amended or alternative procedures would seem to be desirable.

If, when the Department of Education approves a book for use in the schools of Ontario, it were to supply one copy of that book to each of the schools where its use would be applicable, it would certainly encourage Canadian publishing while presumably also supporting its own aims as reflected in Circular 14.

The "Paperback Myth" and Prices

Canadian publishers tend to underprice books rather than overprice them and yet few industries are under such constant, if indirect, pressure to charge too little for their products. The Canadian public is conditioned to ascribe little or no monetary value to books and strangely, many people in the book business are all too ready to join their critics--or at any rate accept the criticism silently. Campus bookstores import second-hand textbooks to mollify students who complain about the high cost of new ones. Professors and school teachers expect the publisher to give them "desk copies" of the textbooks they want to teach from--and even of books they wish for their own reference libraries. Publishers receive a steady stream of requests from educational customers for "low-priced paperback editions"--and often enough, publishers try to meet such requests by cutting their margins to the danger point, rather than explain the simple economics of publishing to their customers.

In book publishing, the key to a low price is a big printing. The kind of binding, the quality of paper and printing, the author's royalty rate--all these are minor cost factors in comparison to "length of run".

Generally speaking, the mass-market paperback, with its retail price of 60¢ to $1.95, is an outgrowth of traditional trade publishing, and is dependent on it. Most paperback publishers are reprint publishers who issue only those titles which have proven successful in a hardbound edition and for which there is a proven,

demonstrated, and largely risk-free market. They may avoid type composition costs entirely, by photographing the type that was set for the original edition. But most important--they print and bind in quantities ranging from 50,000 to a million or more.

Their products are distributed on a standing-order "assortment" basis, and they do not accept orders for individual titles. Finally, they limit their costs by sacrificing everything for fast turnover; slow-moving titles are pulped to avoid storage beyond a few weeks, and unsold books are destroyed at the retailers' premises rather than have them returned to the publisher.

There are, of course, publishers of paperbacks who have successfully modified this method of operation in various ways. There are even some publishers of excellent original paperbacks who have developed world-wide markets of sufficient size to make title-ordering economically feasible. There is not one such publisher, however, who operates on a basis of small printings.

The markets available to the Canadian publisher are not mass markets. He can cut costs by a few cents a copy if he binds his books in paper instead of cloth boards, but unless he prints more copies than he can sell (a quick route to financial disaster), or amortizes plant costs over several printings which may, or may not, materialize--he must charge very nearly the same price for a paperback as he would for the same book in cloth.

An examination of almost any book sold by a Canadian publisher, whether imported or not, will show that its list price translates into a per-page price of from less than a cent to five cents. Such

prices compare favourably with the cost of Xerox and photo copies, and especially in view of the relative indestructibility and portability of books, they compare extremely favourably with the prices of non-book instructional materials such as filmstrips, tapes, records, and motion pictures.

It is true that Canadian prices for imported books are usually higher than the prices for the same books in their country of origin. This is true of all commodities, for importers do not pay just the manufacturing cost of imported products; they pay a price that includes a profit for the exporter. Markups in Canada, however, are almost without exception moderate. In Australia, under that country's "Net Book Agreement", the markup on British list prices is 47%. In Canada, markups of 10% to 25% are usual, though 35% or 40% may sometimes be applied by a Canadian importer if he receives a short discount from his foreign supplier. On the other hand, when a Canadian publisher can import a sufficiently large quantity of a title to obtain an advantageous discount from his supplier, he frequently eliminates markup altogether.

Pricing Textbooks

The pricing of elementary and secondary school textbooks in Canada, and particularly in Ontario, makes little sense. For each of these titles, a list price is established but no one ever pays this price for the book. The Boards of Education who purchase the books for their schools receive an educational discount (usually 20%)

as does the individual teacher who purchases copies of the books. Moreover, the school authority or educator who purchases a textbook pays the same price per copy whether he purchases a single copy or 10,000 copies. This pricing formula is a holdover from the days when textbooks were sold to students by the local drugstore. Under today's marketing conditions it is obsolete, and in an industry where quantity is the key to profitability it does not make much sense.

It is our feeling that publishers and their customers would be healthier and happier if elementary and secondary textbooks were quoted at net prices. Discounts could be applied then to quantity purchases. This practice is already in effect on sales to most of those provinces that have textbook bureaus or similar agencies for centralized purchasing, and the net price concept is applied to most audio-visual products sold to schools. With these precedents, we doubt that there would be much opposition to a net price practice.

The principal reason for the continuance of the list price in Ontario is the listing of approved textbooks and their prices in Circular 14 issued by the Department of Education. Understandably, the Department requires that the basis for the prices in Circular 14 be consistent from one publisher to another, and so list prices are used for the purposes of uniformity.

We suggest that the economics of textbook publishing would be

better served if the prices in Circular 14 were net prices for minimum quantities of each title. The educator using Circular 14 would know that the price listed there was the actual price he would pay for a few copies of a title. Publishers could establish quantity discounts and so encourage quantity purchases which would effect economies for both the publisher and his customers.

Returns

A problem for publishers which has been growing more acute in the past few years is that of customers' returns. The post-secondary educational market, in particular, is becoming more and more costly to service because of the very substantial percentage of its purchases which are returned for credit. These days, college bookstores not only return the books for which they have no sale; they also return a steady stream of "overstocks" of books which they order again in a few days' or weeks' time.

We estimate that it takes us twice as long to process a return as it does to process an order. At the present time we employ a full-time staff of three to unpack returns, check them, and put them back into stock. In addition, we spend hundreds of man-hours each month on the recordkeeping involved. Books suffer a certain amount of wear and damage when they are shipped more than once, and this results in another cost to the publisher. All of these costs must, of course, be reflected in the prices that we charge.

In May, 1969, some publishers active in the post-secondary field brought this problem to the attention of university and college bookstore managers at the C.B.A. Convention. Although publishers' returns policies differ widely (ours being among the least restrictive), we were all suffering to about the same extent from college returns. The bookstore managers at that meeting were as dismayed as we were by the size of the returns problem, but most of them pointed out that they themselves could do nothing about it, since faculty members dictated the titles and quantities they must order, and college bursars or treasurers dictated their inventory levels.

Since that meeting, our college returns have risen from 16% of net sales (1969) to 20.2% of net sales in 1970.

It is probable that returns from the post-secondary market have increased for two major reasons:

1. The decrease in the number of "required" courses, and the widening of choice for elective courses. The new freedom of choice makes the prediction of enrollments extremely difficult.
2. The swing away from the prescription of a single textbook to the recommendation of a lengthy list of suggested reference materials. The campus bookstore is required to stock some of all the recommended titles and obviously many of them will not be bought.

Both reasons are based on sound educational trends but they

have created a costly problem for which there is no easy solution.

As for returns which are made simply to reduce bookstore inventory levels temporarily--a "paper return," rather than the actual shipment and reshipment of books would seem a sensible solution. So far, however, our firm has had little success in persuading college bookstores to adopt this solution to their short-term overstock problems.

Returns from other markets are a much smaller problem. Our 1970 returns from trade bookstores were 10% of net sales, and from El-Hi customers only about 5% of net sales.

Distribution Weakness at the Retail Level

There is no doubt that trade publishing in Canada is hampered by the lack of a strong distribution system to move its product to the consumer. In many other countries, booksellers sell to libraries and educational institutions. Canadian booksellers are excluded from these sources of revenue as these markets are served by publishers and jobbers. As a result, the Canadian retail book distribution system is considerably weaker than those in most other countries. Many Canadian communities have no outlet for books other than low-priced paperbacks.

Canadian retail booksellers are further hampered by the lack of consumer-directed book promotion. There are few book review media and none of truly national scope; even if such publications existed, Canadian trade publishers have pathetically small advertising budgets

with which to support them.

Nevertheless, there are some extremely successful bookstores in Canada. It would be of great benefit to the Canadian publishing industry if the rest of retailers could be upgraded to a level approaching that of today's top firms. We suggest government activity may be appropriate here. Some possible projects are:

1. Research studies to identify the book purchasers' buying motives and so delineate areas and types of promotion that would increase book sales.
2. Studies of the criteria for success or failure in the operation of a retail bookstore.
3. Use of significant results of the above studies in the form of management aids in the same manner as the Ontario Development Corporation does for tourist resort operators.
4. Possible financial aid for booksellers.

Successful efforts in strengthening the retail bookseller would have two worthwhile effects. Firstly, the publishing industry would benefit from an improved distribution system. Secondly, and perhaps more important, more Canadians would have access to a wide selection of books.

IV A STATEMENT OF OUR POSITION

We at McGraw-Hill feel strongly that we contribute as much as any other Canadians in the book business to the culture and economic well-being of our country. Indeed, because of the enlightened policies of McGraw-Hill based on long experience in progressive publishing for education, we have been able to make a larger contribution, particularly in the educational field, than we could have made under any other circumstances.

The fact that we have published nearly 500 Canadian-authored titles in the past fifteen years is evidence, surely, of our earnest commitment to Canadian publishing. Our purchase of the book publishing division of The Ryerson Press is further proof that we place a high value on Canadian books. The purchase was not a "foreign take-over," but rather an investment of Canadian funds in a publishing company whose owners no longer wished to own it. Thirty Ryerson Press employees have joined our staff and are collaborating with us in carrying forward the publishing projects that they, as well as we, had initiated before December, 1970.

We feel that we have a strong community of interest with other book publishers in Canada--regardless of who owns them. From our own experience, we can state with assurance that the nationality of a book publisher's shareholders has no effect on the content of the books it publishes. Content is decided by the fairest of all arbiters--the customers--and our customers are Canadians.

We are indeed grateful for the advantages that we enjoy as a part of a large, international company, and for the freedom that we have as Canadian publishers. A concomitant of that freedom is, of course, the responsibility for looking after our own affairs and paying our way. We have no "pipeline" to funds from the United States, and since we became firmly established we have been expected to pay promptly for the books we import, and to pay a reasonable dividend to our shareholders.

Over the years McGraw-Hill of Canada has conformed to all the accepted guidelines for good corporate citizenship. We are now planning to take an unusual additional step by offering shares of our company to the Canadian public.

Up to the present time there has been no opportunity for Canadians to participate in the ownership of our company except indirectly through the purchase of shares in our parent company, McGraw-Hill Inc. We, however, have long recognized the desirability of having Canadians own some of our company, and two years ago plans were launched to make a public offering of part of our stock. Unfortunately, the unfavourable performance of the stock market made necessary the postponement of our plans. Now that the market is showing evidence of good recovery our plans have been reactivated. Unless the stock market or our own performance suffers severe reversals, we intend to offer shares in our company to the Canadian public before the end of 1971.

We might point out that our proposed public offering of stock will represent a very rare opportunity for Canadians to participate in the ownership of a Canadian book publishing company.

We are affected by the problems that face all Canadian book publishers--although, because of our diversification, no one problem is likely to hurt us as much as it might a smaller, more specialized firm. Some of these problems, we believe, might be mitigated by government action of the kind we have suggested in this brief. Outright subsidy of publishers, however, we believe is not the answer. It is very easy to publish at a loss--anyone can do this. But legitimate, useful, worthwhile publishing is publishing that generates a profit which in turn can be invested in more publishing. A book is not worth publishing if no market can be found for it at the price that must be charged for it. Further, subsidies often encourage poor, careless management. Good publishing, like all other businesses, is dependent on good management.

We are optimistic about the future of Canadian publishing. During the past twenty years book publishers in Canada--British-owned, Canadian-owned, and American-owned--have increased five-fold the number of Canadian books published each year. They have begun to establish an export market for Canadian books. They exhibit at Frankfurt and other international book fairs. Through the Conseil Supérieur du Livre and the Canadian Book Publishers' Council, they are taking part in the world affairs of publishing and copyright.

While we have had "growing problems", we have also developed an important role in our society--one that grows stronger each succeeding year.

The public attention directed toward us now is welcome, for we believe it is time that Canadians knew more about its book publishing industry.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN COPYRIGHT INSTITUTE

JUNE 1, 1971

RESUME

The first part of the brief sets forth the membership and objects of the Canadian Copyright Institute and gives a brief explanation of copyright and some of its significant features and its importance to publishers.

There are three appendices. Appendix "A" contains a short explanation of the chief effects of international copyright law and of the manufacturing provisions in the U.S. Copyright Act. Appendix "B" contains directives from the Ontario and Alberta Department of Education on photocopying in the schools. Appendix "C" contains information on legislation on the public lending right and proposed legislation under consideration in Sweden, Germany and the U.K.

The brief deals with four copyright problems not because these are the only problems of copyright, but rather because they appear to be of particular interest to this Commission. Recommendations are made with regard to each of these problems.

The first problem discussed is that of copying made more acute by the new technology of photo copying and xerox. A solution to this is, we believe, a necessary first step in solving the related problem of computer information storage and retrieval systems and long-range copying. There is an explanation of the manner in which publishers propose to deal

with copying by the formation of an organization of Canadian authors and publishers - OCAP. The brief discusses the advisability of government help in adopting the International Standard Book Numbering System (ISBN) and a similar system for the identification of periodicals, known as the International Standard Periodical Number (ISPN) as an aid to the solution of these problems.

The second matter dealt with is typographical copyright and the need for an adequate term of protection of at least 25 years.

Thirdly, the brief discusses the Public Lending Right as it might be applied to meet the problems of authorship and publishing in Canada or Ontario.

Fourthly, we discuss the controversial question of the divisibility of copyright, the import restrictions contained in Sections 27 and 28 and the agency system for selling foreign books.

For convenience, all the recommendations made in the brief are gathered together at the end.

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INTRODUCTION

This brief is submitted on behalf of the Canadian Copyright Institute for the purpose of making several specific recommendations and to supply the Commission with certain background information on copyright and related matters which is important for an understanding of the problem of publishing in Canada.

Some familiarity with international copyright law and the manufacturing provisions of the U.S. copyright law is important for an understanding of certain aspects of publishing in Canada and information on these matters is contained in Appendix "A".

The Canadian Copyright Institute

The Canadian Copyright Institute was founded in 1966 by the Canadian Book Publishers' Council and the Canadian Book Manufacturers' Institute for the following purposes:

(a) To encourage a better understanding of the law of copyright on the part of members, the public and users of copyright material generally.

(b) To engage in and foster research in Canadian foreign and international copyright law, and for such purposes, to make gifts to universities and other institutions.

(c) To receive, acquire and hold gifts, donations, legacies and devises.

(d) For the objects aforesaid, to publish, sell and distribute literature, and to make representations to governing authorities.

Membership

Sustaining Members (with the right to appoint one or more persons to the Board of Governors)

Association of Canadian Television and Radio Artists
Canadian Authors' Association
Canadian Booksellers Association
Canadian Book Publishers' Council
Canadian Labour Congress
Conseil Superieur du Livre and its affiliated societies: l'Association des Editeurs Canadiens, la Societe des Editeurs de Manuels Scolaires du Quebec et l'Association des Libraires du Quebec
Graphic Arts Industries Association
Information Canada

Canadian Music Publishers Association (Sustaining member but no appointee on the Board of Governors)

Associate Members

Law Library, Dalhousie University
The Southam Printing Company Limited
The University of British Columbia, Faculty of Law
University of Toronto Library

and

Fellows (several private individuals)

COPYRIGHT LAW AND PUBLISHING

Although copyright is a matter that falls within the jurisdiction of the federal government, copyright law is fundamental to the orderly operation of the book trade in all countries, and copyrights in successful works can be a valuable asset of a publisher and author. Indeed, it might be said that copyrights are what book publishing is all about. It is, therefore, appropriate for the Commission to consider copyright law and its effect on publishing.

Copyright is defined by the Canadian Copyright Act as the right to produce or reproduce a work or any substantial

part thereof in any material form whatsoever, to perform, or in the case of a lecture to deliver, the work or any substantial part thereof in public; if the work is unpublished to publish the work or any substantial part thereof; it also includes the sole right to deal with the work in various ways set out in Section 3 of the Copyright Act including the right to translate a work and to adapt a work and publicly present it by cinematograph and communicating a work by radio communication.[1]

The term for which copyright shall subsist in books is the life of the author and the period of 50 years after his death. However, 25 years after an author's death copyright is not deemed to be infringed by the reproduction of the work for sale if the person reproducing the work gives the prescribed notice in writing of his intention to so do and has paid in the prescribed manner for the benefit of the owner of the copyright royalties in respect of all copies of the work sold by him calculated at the rate of 10% on the price at which he publishes the work.

It is an infringement of copyright to reproduce a substantial part of a work - substantial part of a work briefly means an important part of the work. Section 17(2) however provides an exception and a person may copy a substantial part

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[1]Copyright Act. R.S., 1952. Chap. 55. s. 3.

of a work for certain purposes, namely, private study, research, criticism, review, or newspaper summary provided he deals with it fairly for these purposes only.

Copyright is divisible as to means of reproduction, geographical area and time, and this is important in obtaining the maximum distribution of literary works.

Some Significant Features of Copyright

The following points should be borne in mind if we are to appreciate the importance of copyright to publishers, authors, book manufacturers and the public at large:

1. Copyright protects only the form of expression and not the ideas expressed nor the content of information or opinion. These can be freely used by all. A clear distinction should therefore be drawn between the restraining effects of patents and those of copyrights. It is not appropriate to speak of copyright as a "monopoly" in the sense in which this term is generally understood. By treating patents and copyrights in the same report, the Economic Council has not always maintained this distinction.[2]

2. Copyright furnishes a financial incentive to authors to create new works.

3. Copyright provides sponsors (publishers) with time to recover their investment in the issue of original works and a financial incentive to procure their widest possible distribution.

4. Copyright is treated in law as a property right thus enabling these rights to be bought, sold, leased and divided and assuring their maximum exploitation.

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[2] Report of the Economic Council of Canada on Intellectual and Industrial Property, dated January 1971.

5. The commercial incentive provided by copyright assures publication within the rules of the market. Publication is not, therefore, dependent on patronage or government control both of which could involve censorship.

The book manufacturing and printing industry is closely related to publishing since printing and binding costs are part of the costs that enter into the final price of published material. Canada imports much more printed material than she exports. This will probably continue to be the case for the foreseeable future; however the abolition of the Manufacturing Clause in the U.S. Copyright Act would over a period of time make a substantial difference in the volume of exported printed material. (see Appendix "A")

THE AUTHOR/PUBLISHER RELATIONSHIP

A publisher acts as an author's sponsor. The arrangement between the author and publisher is usually reduced to a written agreement by which the author conveys some or all of his copyright in the work to the publisher in return for either a lump sum payment or more usually for royalties generally expressed as a percent of the price of the book. The publisher undertakes to publish the work and if the work is allowed to go out of print or not to be available to the public for a specified period of time, the rights conveyed are to revert to the author. Even if the whole of the copyright is not assigned to the publisher, the

publisher usually obtains the right to participate in the sale of subsidiary rights such as motion picture, paperback and translation rights, etc., as the exclusive agent for the author.

A publisher will try to exploit each of these rights to the full. Translation rights may be sold to foreign publishers in order to take advantage of their distribution facilities; reproduction rights may be sold to a British or U.S. publisher in order to take advantage of their distribution facilities in the U.K. or U.S. markets. Copyright thus provides a publisher with the incentive to obtain the widest possible distribution at home and abroad.

It is sometimes said that each book is unique and that the owner of the copyright has what amounts to a monopoly. This overlooks the fact that copyright protects only the work and labours expended in expressing ideas but not the ideas themselves. If a textbook, for example, is overpriced, another may be produced to take its place. The pressure to achieve scale production tends to limit overpricing. We know of no evidence to suggest that overpricing has been a serious problem in Canadian indigenous publishing. Certainly, the Economic Council's Report produced no evidence to this effect.

THE NEW TECHNOLOGY

Photocopying

There is evidence that xerox, photocopying and other similar copying devices have made serious inroads into the income of publishers and authors and much of this is illegal. (see Appendix "B") There has been no accurate estimate of the amount of copying or the kind of material copied in Canada. The Committee to Investigate Copyright Problems Affecting Communication in Science and Education, Inc. (C.I.C.P.) pursuant to a contract with the Office of Education, U.S. Department of Health, Education, Welfare, conducted the most thorough study to date of copying practises in the United States. C.I.C.P. estimated that 3 billion pages of published material were copied in 1969, of which almost 1.8 billion pages were copyrighted material. By extrapolation, it can be conservatively estimated that in 1971, some 2.2 billion pages of copyrighted material will be copied annually in the U.S. Of this, 1.7 billion pages will be from journals and periodicals; 400 million pages will be from books, and 100 million pages from other copyrighted material.

Preliminary inquiry suggests that copying in Canada has followed the U.S. pattern. If this is so, it is a simple matter of arithmetic to estimate its extent. Assuming that the population of Canada is 1/10th that of the United States, 40 million pages of copyrighted books will be photocopied in

1971. If a royalty of 2¢ a page could be collected, this would mean $800,000 annually.

At the present time, publishers and other copyright owners receive nothing for their works copied in this manner but most libraries charge from 5¢ to 25¢ per page for copies. Libraries frequently allow the installation of coin operated machines on their premises and the revenue from these is divided between the machine owner and the library. Thus the only persons who are not paid are those most entitled to payment, the copyright owners.

The Future of Photocopying

Universities, schools and libraries are just beginning fully to realize the potential of copying machines. It may be but a matter of time before photocopies will be produced at less than the cost of acquiring the original book or journal. A library will only need to have one copy of a book and costly circulation departments will be greatly reduced; it will be cheaper in many cases to supply a library user with a copy of the required chapter of a book or article in a periodical. Many books and periodicals will thus never go out of a library at all. The librarian's dream.

Cheap copiers will be available in many homes and it will be as futile to attempt to control them as to control the use of the home tape recording machine. The reproduction of multiple copies for sale or for classroom distribution

without compensation to the copyright owners however should no more be permitted than the sale of a home recording of a symphony broadcast.

Such copying is but the beginning. Long-distance machine copying, an outgrowth of the ability to transform images from the printed page into electronic signals, is now being used by industry to transmit business documents. Facsimile transmission of materials from one library to another will be common in five or ten years and will make it possible for a library to use a single copy of a journal or book to supply all libraries in the same network. The Wall Street Journal and Time are regularly transmitted by wire from a central office for remote printing and recently several paperback books (the Warren Commission Report for example) have been telegraphed from New York to Chicago.

It is not irrelevant to note here that the University of Toronto Press is already making microfiche copies of all their new books and these can be purchased by any library or member of the public, thus making possible the storage of 98 pages of a book on a 4" x 6" film. Indeed, microfiche and computer storage may make some types of publishing obsolete, especially scholarly journals, symposia and certain kinds of reference works.

The next step will be remote copiers for the home using signals from central locations sent on Hertzian waves,

coaxial cable and even from satellites. Newspapers, journals and magazines may well be produced in this way. Such remote copiers will be no more complex or expensive than television sets. Indeed, they may even be a simple attachment to the television set of the future. The technology for such devices is already in existence. A solution, therefore, to photocopying is the forerunner to the solution for the use of copyright material in such computer storage and retrieval systems.

We submit, therefore, that if the incentive to write and publish is to be maintained and private literary property is to be recognized and protected, a system for remuneration of publishers and authors compatible with the new technology must be developed. As already stated, copyright law provides the framework within which the incentive for publishing and authorship operates in a free enterprise system. The new technology does not make such a system obsolete. It would be disastrous to scrap the copyright system and compensate authors and publishers by some form of bonus or subsidy. What is required is a readjustment of commercial practises and a modification of copyright law to cope with the new technology. The former may be a provincial matter; the latter, federal.

We believe that an independent survey should be made of the copying practices in universities, colleges, schools and libraries to determine more accurately the nature of the material copied and the extent of copying.

This would not be a policing activity but rather a research project without prejudice.

ORGANIZATION OF CANADIAN AUTHORS AND PUBLISHERS (OCAP)

A great deal of the copying of copyrighted material takes place in government supported institutions such as schools, universities and libraries and much of this is illegal. (see Appendix "B") The new technology has much to offer by way of increasing the speed of information transfer. We believe that the answer to the problem is for authors and publishers to make it easier for users to obtain permission to make copies of copyrighted material for reasonable fees. With this in mind, the Canadian Book Publishers' Council has set up a committee which is recommending the formation of an organization to be known as the Organization of Canadian Authors and Publishers (OCAP) to which publishers and other copyright owners of works published in Canada would assign their copying rights. OCAP could then agree that persons and institutions desiring to copy might do so in return for a fee per page, say 2¢. Various systems have been proposed of keeping track of the works copied and the copyright proprietors to whom the monies should be distributed. A final decision will have to be made on the method to be used.

International Standard Book Numbering (ISBN) and International Standard Periodical Numbering (ISPN)

Publishers in Canada, the United States and the United

Kingdom, and certain other countries have recently adopted the International Standard Book Numbering system (ISBN). ISBN is a ten digit number, (the last digit being a check digit) which identifies the publisher, the title and author of the book. The number is computer compatible and the check digit is a device that guards against the computer accepting an invalid number. The International Standards Association is in the process of developing an International Standard Periodical Number (ISPN) which would identify a periodical, the publisher and the article published. These numbering systems were developed to improve the efficiency of ordering copies of books and periodicals from publishers. These numbering systems could, however, also be used to record the books and journals from which photocopies are made for the purposes of collecting and distributing photocophing royalties. All royalties would be forwarded to a central collecting agency which would in turn, by using the services of a computer, quickly and cheaply distribute these among the publishers who in turn would pay over a share to their authors. ISBN and ISPN also lend themselves to and will also be of value in tabulating and distributing royalties for the use of copyright works by computers and net work facilities for long-distance delivery of copies and such other devices as may be developed.

Recommendations

(1) The Canadian Copyright Institute requests that the

Commission recommend that the Government of Ontario require that the copying practises in government supported institutions comply with the law. This could be achieved by co-operating with OCAP who would provide such institutions with the right to copy in return for a fee of say 2¢ a page. It is the present intention to limit the collection of fees to works published in Canada. No problem arises with regard to international copyright law and Canada's commitments thereunder.

(2) We recommend that consideration be given to the possibility of a department of the federal government being given the responsibility for the administration of ISBN and ISPN. Industry does not have the authority to allot, to supervise the use of, and to compel the universal adoption of ISBN. We recommend that the Commission make the appropriate recommendation to the federal government.

(3) We have already indicated that we believe a survey of copying practises in universities, colleges, schools and libraries should be conducted under the auspices of the government to assure that the data collected is accurate and in no way reflects any bias of either the institutions supplying the information or the organization making the survey.

TYPOGRAPHICAL OR FORMAT COPYRIGHT

The lack of protection for typographical arrangements has been a matter of concern to publishers of new editions of

old literary or musical works in the public domain. The remarkable advances in photo offset reproduction have created problems not dissimilar to those resulting from photocopying. The art of photo-lithography has developed to the point where once a book or an orchestral score has been designed and printed, it is now possible by photographic processes to produce reprints quickly and, compared with the costs involved in design and typesetting, relatively cheaply.

There is no law in Canada to prevent an unscrupulous publisher from taking advantage of a competitor's investment in a new edition of a work in the public domain, produced at considerable expense, and reproducing it by photo-lithography at nominal cost. If the work is accompanied by notes and comments these are protected, but there is no protection for the body of the text of a new edition of a work in the public domain.

This discourages the production of new editions of old works at a time when there is an increasing need for these. Typographical arrangements are now protected in the United Kingdom and we believe in certain continental countries.

The Economic Council has recommended that where copyright no longer exists and the publisher has gone to the expense of resetting in a new type set material in the "public domain", the publisher be given protection in the copyright law in that particular edition only for a period of 10 years based on the type style as the indicator.

Recommendation

We feel that the period of 10 years is not a sufficient period of time to enable a publisher to recover his costs of resetting in a new type set in many cases expensive and valuable books in the "public domain". A period of at least 25 years should be given to provide a proper incentive for works of this nature many of which are of interest in the field of scholarship. The United Kingdom has adopted a 25 year period and there is certainly much to be said for attempting to have a uniform period in all countries. Although we recommend to the Economic Council a period of 50 years, we feel strongly that a minimum of 25 years is essential and would request that the Commission consider making such a recommendation to Ottawa.

PUBLIC LENDING RIGHT

Several countries undertake to compensate copyright owners of native works for the loss of the opportunity to dispose of their works by virtue of the distribution of books from libraries. These include Sweden, Norway, Denmark and Germany. We understand that the U.K. is considering somewhat similar legislation. (see Appendix "C") The compensation is usually calculated on an amount paid per loan issued from the library. Denmark, however, calculates the number of loans from the number of copies of each title in the library. West German

law at present applies only to private for-profit libraries but a Bill before the Bonn legislature proposes to extend the principle to all libraries. (see Appendix "D")

A public lending right has much to recommend it, particularly in a country with a small population like Canada which uses a world language and where it is desirable to encourage native publishing and authorship. As with the copyright incentive, payment would be based on use and the amount any author or publisher received would be determined by the amount of use made of the book reflected in the number of loans. Thus many of the objectionable features of a subsidy are overcome.

The principle of the public lending right could be adopted to fit the Canadian scene. Payments for loans could be made from a fund provided by a government and paid to publishers for loans of Canadian books made from Canadian libraries. A Canadian book might be defined as any book published in Canada. Such a practise does not in any way conflict with Canada's international copyright commitments and could provide a very considerable incentive for Canadian writing and publishing. Here again the use of ISBN by all publishers would facilitate collecting and distributing payments for the loans. These payments might be made in the first instance to the publisher who would in turn distribute a portion to each author in accordance with the publishing contracts between them.

Recommendation

We ask the Commission to recommend that the federal

government introduce legislation to establish a public lending right in Canada to compensate copyright proprietors for the loss of their opportunity to dispose of their works by virtue of the distribution of books from libraries. Indeed, such a practice could be introduced in Ontario by the Provincial Government and consideration might be given to this. This might even be a project for the Province of Ontario Council for the Arts.

IMPORTATION AND THE SO-CALLED IMPORT BARRIERS

The Economic Council's report suggests that the revision of Section 27 and 28 will lower the price of imported books in Canada. We believe that this conclusion is erroneous and is based on a failure to appreciate the economics of publishing. We suggest that there are three distinct situations which we will deal with in turn.

Firstly, there is the situation where a foreign publisher wishes to sell a book in Canada but the market is not sufficiently large to warrant a Canadian edition. This is the most common case. The foreign publisher enters into a contract with the Canadian publisher, giving the latter an exclusive Canadian agency in order to induce him to promote to the maximum the sale of his books in Canada. The foreign publisher agrees not to sell to anyone else in Canada. There is, however, no law that prevents a Canadian buyer purchasing a copy of a book from a foreign bookseller not a party to this agreement.

It is the experience of such foreign publishers or

principals that such an arrangement sells more books and more economically than if they attempt to sell directly to the Canadian consumer or to the Canadian retail outlets. Competition is keen and the Canadian agents for foreign books change from time to time. Because of his buying price, the costs of displaying and other sales promotion including the cost entailed by the distances in Canada a publisher must travel to exploit the small Canadian market. the price of these books may be higher than if purchased from a foreign book store. However, the Canadian agent even after generating sales frequently loses many of them to foreign book stores or wholesalers.

This agency situation is similar to that which exists for the marketing of many other foreign goods. Since it is purely a matter of contract law, the federal parliament has no jurisdiction and Section 27 and 28 of the Copyright Act do not apply. Most if not all of the books examined in Table 1 of Appendix "B" of the Economic Council's Report probably fall into this category and Sections 27 and 28 of the Copyright Act have no effect on their sales.

Secondly, there is the case where a Canadian work published in Canada may have a sufficient market abroad to warrant a foreign edition manufactured there and sold at a price lower than the price of the Canadian edition. Such publishing is done almost always on a royalty basis which does not return to the Canadian publisher prepublication costs

per volume equivalent to those borne by the Canadian edition, or to sell a Canadian-made edition for the foreign market at a price which makes little contribution to prepublication costs. The Canadian publisher will reason, however, that it will pay him to make any deal that will make some contribution towards his prepublication costs and to his author. Section 27 was intended to afford him a simple method of preventing the flooding of his market with the cheap foreign editions while he may still have a market in Canada at his own price and be carrying a substantial inventory. The problem is that it is doubtful whether Section 27 has achieved this protection. Section 28(3)(d) may deprive the Canadian publisher of this protection by providing that notwithstanding anything in this act, it shall be lawful for any person to import any book lawfully printed in Great Britain or in a foreign country that has adhered to the Convention and the Additional Protocol thereto set out in the Second Schedule, and published for circulation among, and sale to the public within either; . . .

It should be obvious that without the protection endeavoured to be provided by Section 27, the Canadian publisher will hesitate to try to arrange the sale of his books abroad if he is in danger of having his market erroded by the importation of the foreign printing. Such protection will be even more necessary if Canada becomes bound by the Additional Act of Stockholm (now referred to as the Appendix) which contemplates

the licencing of cheap editions in developing countries. The failure to provide such protection far from producing cheaper books in Canada, could have the opposite effect and indeed in marginal cases be the deciding factor against publication at all.

Thirdly, there are the very misunderstood provisions of Section 28. This section covers the case where a foreign copyright holder considers there is a sufficient market in Canada for a book to warrant a Canadian edition. Such cases are far fewer than the cases where an agency agreement under the first consideration above is entered into. The publisher reproducing the book in Canada can by virtue of this provision prohibit the importation of copies of a foreign edition. The section was designed to encourage Canadian editions. It does not, however, apply to a book written by a British subject or a citizen of a country that has subscribed to the Berne Convention and the Additional Protocol as set out in the Copyright Act. Therefore, in practise, almost the only country of importance to which the section applies is the United States.

Subsection 3 of Section 28 sets out several exceptions including the exception which allows any person to import two copies of any book for his own use. This allows American mail order houses a wide open market in Canada. There is also the exception which permits a library or institution of learning to import copies before a work is made in Canada.

It can therefore be seen that to attribute the high cost of imported books in Canada to present copyright legislation is not accurate. If imported books cost more to purchase through a Canadian agent, it is because he is not afforded a discount that will enable him to price the books at the British retail price. In addition to which he has high promotion and travelling costs plus the expense of carrying stock and the risk of this remaining unsold on his hands.

The Canadian agent is subject to very strong competition and indeed we submit unfair competition if the object is to promote the wide sale and distribution of books in Canada. We suggest therefore that the question to which the Economic Council should have directed their attention was not whether books cost more in Canada but rather are more books sold by virtue of the efforts of Canadian agents. If more books are to be published and/or distributed in Canada, obviously their promotion and sale must be encouraged. Copyright legislation should be provided that encourages not only the production of books but their distribution by publishers and agents in Canada. Sections 27 and 28 should be redrafted to provide the sort of copyright protection they were originally intended to provide.

WORK OF THE CANADIAN COPYRIGHT INSTITUTE

The Canadian Copyright Institute (CCI) originated with the substantial support of the Canadian Book Publishers'

Council, Canadian Book Manufacturers' Institute and a number of other interested organizations. When it was started it was not expected that it would be required to continue its activities as intensively for seven years as it has been found necessary to do and quite a number of substantial donations given initially have not been repeated. The Executive Director at CCI expense has attended at least four international conferences on copyright in Europe and at various conferences in Canada and the U.S., both as a delegate and speaker. He goes to the Paris conference mentioned in Appendix A in July with transportation and living expenses this time paid by the Federal Government but his retainer is CCI's undertaking if we can finance it. In addition, CCI has supported with money and personnel over the last six years the work of the Joint Committee of the Printing & Publishing Industries of Canada who have laboured assiduously to get the U.S. Manufacturing Clause lifted as far as Canada is concerned - an iniquitous concession to the U.S. made in 1924. We are continuing our interest in the forthcoming revision of the Canadian Copyright Act and shall need to do so until legislation is passed. We are currently preparing a critical commentary on the Report of the Economic Council on Intellectual and Industrial Property with much of which as far as its discussion and recommendations on copyright we are in radical disagreement. This is a time-consuming activity. Our work looking to a solution of the problem of illegal use of copyright material in all its

ramifications must be continued.

Recommendation

We, therefore, would ask that the Royal Commission on Book Publishing recommend to appropriate authorities in the Ontario Government (perhaps the Province of Ontario Council for the Arts) that it substantially support financially the work of CCI. We point out that this is particularly appropriate since the preponderance of English language printing and publishing, currently in a depressed state, is centred in Ontario and all our activities if successful should redound to the benefit of these important segments of our economy and culture.

RECOMMENDATIONS

Organization of Canadian Authors and Publishers (OCAP)

The Canadian Copyright Institute requests that the Commission recommend that the Government of Ontario require that the copying practises in government supported institutions comply with the law. This could be achieved by co-operating with OCAP who would provide such institutions with the right to copy in return for a fee of say 2¢ a page. It is the present intention to limit the collection of fees to works published in Canada. No problem arises with regard to international copyright law and Canada's commitments thereunder. (pages 12 - 13)

International Standard Book Numbering (ISBN) and International Standard Periodical Numbering (ISPN)

We recommend that consideration be given to the possibility of a department of the federal government being given the responsibility for the administration of ISBN and ISPN. Industry does not have the authority to allot, to supervise the use of, and to compel the universal adoption of ISBN. We recommend that the Commission make the appropriate recommendation to the federal government.

We have already indicated that we believe a survey of copying practises in universities, colleges, schools and libraries should be conducted under the auspices of the government to assure that the data collected is accurate and

in no way reflects any bias of either the institutions supplying the information or the organization making the survey. (page 13)

Typographical or Format Copyright

We feel that the period of 10 years is not a sufficient period of time to enable a publisher to recover his costs of resetting in a new type set in many cases expensive and valuable books in the "public domain". A period of at least 25 years should be given to provide a proper incentive for works of this nature many of which are of interest in the field of scholarship. The United Kingdom has adopted a 25 year period and there is certainly much to be said for attempting to have a uniform period in all countries. Although we recommend to the Economic Council a period of 50 years, we feel strongly that a minimum of 25 years is essential and would request that the Commission consider making such a recommendation to Ottawa. (page 15)

Public Lending Right

We ask the Commission to recommend that the federal government introduce legislation to establish a public lending right in Canada to compensate copyright proprietors for the loss of their opportunity to dispose of their works by virtue of the distribution of books from libraries. Indeed, such a practice could be introduced in Ontario by the Provincial Government and consideration might be given to this. This might even be a

project for the Province of Ontario Council for the Arts. (page 16 - 17)

Work of the Canadian Copyright Institute

We, therefore, would ask that the Royal Commission on Book Publishing recommend to appropriate authorities in the Ontario Government (perhaps the Province of Ontario Council for the Arts) that it substantially support financially the work of CCI. We point out that this is particularly appropriate since the preponderance of English language printing and publishing, currently in a depressed state, is centred in Ontario and all our activities if successful should redound to the benefit of these important segments of our economy and culture. (page 23)

INTERNATIONAL COPYRIGHT AND THE MANUFACTURING PROVISIONS IN THE U.S. COPYRIGHT ACT

There are two large international copyright conventions or treaties - the Berne Union and the Universal Copyright Convention (U.C.C.).

BERNE UNION

The Berne Convention is the oldest international copyright treaty and 60 countries of the world are members at various levels. The Convention of Berne was first signed in 1886. It was revised in Paris in 1896 and again in 1908, at Rome in 1928, at Brussels in 1948, and finally at Stockholm in 1967. Under the convention it is not necessary for a country to become bound by the latest revision. Canada is bound by the Rome Convention of 1928.

The Berne Union briefly provides the following protection. Nationals of a Unionist country are to be accorded protection in every Unionist country for

(a) unpublished works;

(b) works published in the Unionist country in which protection is sought, and

(c) works published in another Unionist country;

but subject to the provisions as to simultaneous publication hereinafter referred to, they lose all protection in the Union if they publish their works in a non-Unionist country. Authors who are not nationals of any Unionist country, but who first

publish in a Unionist country, shall enjoy

(a) in the country of first publication, "the same rights as native authors";

(b) in other countries of the Union, "the rights granted by the present convention".

No protection is accorded by the convention to the unpublished works of nationals of a non-Unionist country, wherever they may reside.

The convention also requires certain minimum standards as to the term of copyright, the kind of works protected, etc. These minimum standards afford a higher degree of protection than those contained in the Universal Copyright Convention. No formalities are required in order to obtain such protection.

Stockholm Act

In 1967 the Berne Union countries met in Stockholm, Sweden to draft a revision treaty on copyright. The Stockholm revision known as the Stockholm Act contained provisions whereby developing countries would have been able to obtain compulsory licences to reproduce copyright material at rates less than the going international rate and perhaps even in blocked currency. In some cases no royalty might be paid at all. These provisions were contained in a Protocol which was made an integral part of the Stockholm Act. The Protocol was adopted at the insistence of the developing countries led by India. The Berne Convention requires unanimity and a single

vote against the Protocol would have prevented its passage. However, India could similarly have prevented passage of the main act. Passage of the Stockholm Act however did not bind individual countries until they actually acceded to it and it never has become international law.

The U.S. and the Berne Union

The United States is not a member of the Berne Convention but for years has taken advantage of what is known as the "back door" method of obtaining protection under the Berne Convention. This is achieved by publishing a book simultaneously in the United States and a Berne Union country. Such a book is for the purposes of the Union deemed to have as its country of origin the country of the Union in which it was so published and it becomes subject to the terms of the latest revision of Berne to which that country has subscribed. Many American books profess to have been simultaneously published in Canada and the United States and thus such books might for the purposes of the Berne Union be treated as having Canada as their country of origin. Accordingly, the provisions of the Stockholm Protocol might apply to such books if Canada acceded to the Protocol and became bound by its provisions. This was a matter of deep concern to U.S. publishers.

COPYRIGHT PROTECTION IN THE UNITED STATES THE MANUFACTURING PROVISIONS IN U.S. COPYRIGHT LAW

The U.S. has never joined the Berne Convention primarily because of two provisions in her copyright laws. The term of protection in U.S. law is 28 years, renewable on registration for a further 28 years. Berne requires a minimum term of life plus 50 as we have seen with no formalities of registration. Secondly, books and periodicals in the English language to obtain U.S. copyright protection must be printed from type set within the limits of the U.S. or from plates made in the U.S. or if by lithographic or photoengraving process, then by a process wholly performed within the U.S. The printing and the text and binding must be performed within the U.S. A copy must be deposited with the Library of Congress. A foreign national first publishing a book in his own country must comply with these provisions within six months after publication abroad.

There is provision however for applying for ad interim protection of books or periodicals first published abroad and upon complying with these requirements, 1,500 copies may be imported into the United States and sold. However, an American edition must be printed and published in the United States within five years and proof filed with the U.S. Copyright Office and a copy deposited with the Library of Congress in order to obtain permanent copyright. (see page "A5")

UNIVERSAL COPYRIGHT CONVENTION

The Universal Copyright Convention was drawn up after the 1939-45 war under the auspices of UNESCO. This convention created a bridge between the Berne Convention countries on the one hand and the Pan-American Convention countries including the U.S. on the other hand.

The basic effect of the U.C.C. is that each contracting state undertakes to give to the unpublished works of the nationals of all other contracting states the same protection as it gives to the unpublished works of its own nationals and further undertakes to give to the published works of nationals of the other contracting states wherever first published, and to published works of the nationals of any country if first published in one of the other contracting states, the same rights as it gives to works first published in its own territory. Furthermore, such published work if first published outside the territory of the contracting state in question and not being the work of a national author are to enjoy such protection without formality, such as registration or the deposit of copies, provided only that all copies published bear the symbol, © accompanied by the name of the copyright proprietor and the year of first publication, placed in such manner and location as to give reasonable notice of claim of copyright.

The minimum protection required by U.C.C. is lower than that of the Berne Union. The term of protection is limited to life plus 25 years except that those states which do not compute the term on the basis of the life of the author shall be entitled to compute the term from the date of first publication provided the term of protection is not to be less than 25 years from the date of first publication or registration. Contracting states may make a provision for compulsory licences to translate works in a foreign language if after the expiration of a period of seven years from the date of first publication, a translation has not been published in the language of the contracting state.

The United States ratified the Universal Copyright Convention on September 16, 1955. Canada, however, did not become bound until 1962. Prior to that time, a Canadian national to obtain copyright protection in the U.S. for his published works had to comply with the requirements set forth on page "A4". After Canada subscribed to U.C.C., it was no longer necessary for a Canadian national or any national of a state a member of U.C.C. to comply with the deposit requirements or the manufacturing provisions in order to obtain protection under the United States copyright law. The import prohibitions to the extent that they related to the manufacturing provisions also no longer applied. Thus the only formality required to obtain U.S. copyright protection for the work of a national of a member state of U.C.C. was that all copies of the work

published with the author's authority must contain the copyright notice, © the name of the copyright owner and the date of first publication.

The U.S. Manufacturing Clause Under U.C.C.

The United States Copyright Act however still contains a provision withholding copyright protection to books and periodicals written by American citizens or persons domiciled in the United States and which are not manufactured in the United States. The effect of this law is that Canadian printers are prohibited from competing on equal terms with American printers in the large American market. American printers however are free to enter the Canadian market and compete on equal terms with Canadian printers for the manufacture of Canadian books and other copyright material. The removal of this restriction would over a period of time make available to Canadian book manufacturers and printers a substantial new market in the United States.

Toronto Agreement

On the 16th of February, 1968, representatives of American publishing and printing industries and their Canadian counterparts met at the Park Plaza Hotel in Toronto and signed what has become known as the Toronto Agreement. Under this agreement, the American group agreed to do their utmost to obtain the incorporation of an exemption for Canada from the

Manufacturing Clause in the new U.S. Copyright Bill currently before Congress. The Canadian group agreed that they would work with the U.S. group in opposition to the Stockholm Protocol or similar actions weakening international copyright protection which might be proposed under the Universal Copyright Convention. Upon the exemption for Canada from the Manufacturing Clause becoming law, the Canadian group agreed to urge the Canadian Government to join the Florence Agreement which requires all member countries to provide for the admission of books, pamphlets and other printed material of a cultural nature free of duty.

The U.S. Copyright Bill has been revised in the Senate and now contains a provision exempting Canada from the manufacturing provisions. However, because of a disagreement between cable television operators and motion picture interests, and because of the fact that it has very little priority on Congress' agendas, the Bill has not yet become law and the possibility of it being passed in 1971 seems rather remote at the present time.

Proposed Amendments to the Stockholm Act and The Universal Copyright Convention

The United States and the U.K. are two of the largest exporters of books and other printed material. Since the signing of the Toronto Agreement, they have negotiated with developing countries and have achieved agreement to amend the

Protocol to the Stockholm Act at a Diplomatic Conference to be held in Paris in July 1971. The amended Protocol is now referred to as the Additional Act of Stockholm. This Additional Act like the Protocol, permits developing countries to reproduce copyright material under a compulsory licence. Unlike the Protocol, however, it assures copyright proprietors of royalty payments for compulsory licences at a rate equal to the going international rate not in blocked but in hard currency.

Amendments to U.C.C. similar to the provisions proposed in the Additional Act are to be considered at a Diplomatic Conference to be held in July of this year at the same time as the Diplomatic Conference for the revision of the Stockholm Act. There are safeguard provisions to assure that the Additional Act will only become effective when the corresponding amendments to the Universal Copyright Convention have been ratified by France, Spain, the U.K. and the U.S.A.

44 Eglinton Avenue West / Toronto 12, Ontario

APPENDIX "B"

1970-71:19
14,000

ONTARIO DEPARTMENT OF EDUCATION

MEMORANDUM TO: REGIONAL DIRECTORS OF EDUCATION
DIRECTORS OF EDUCATION
SUPERINTENDENTS OF SEPARATE SCHOOLS
PRINCIPALS OF SCHOOLS

RE: REPRODUCTION OF COPYRIGHTED MATERIALS

Board and school officials are asked to bring the contents of this memorandum to the attention of their staffs and to review their duplicating and copying procedures in the light of the provisions of the Copyright Act. If doubt exists as to the legality of current procedures, it is recommended that boards ask their solicitors to review these procedures in relation to the Act.

Canadian copyright law permits, without infringement, only limited reproduction of material in which copyright exists. To reproduce materials prior to the expiry of this copyright is in a very real sense the theft of private property for which penalties are provided by the law.

The development of increasingly efficient devices for the mechanical reproduction of printed material has meant that the amount of unauthorized reproduction of copyrighted materials has increased to a point where publishers and others are suffering serious economic effects. Continued widespread unauthorized reproduction can only have the effect in the long run of decreasing the publication of specialized materials and increasing the cost of those that are published. The practical difficulties confronting the owners of copyright in maintaining their rights has given rise to relatively few infringement cases and only a moderate number of demands to cease and desist unauthorized reproduction, but this should not be considered to be a basis for freedom of the right to copy.

In many cases the savings gained by reproduction rather than purchase of original material are considerably less than commonly supposed. Any true estimate of the cost of reproduction must include not only the cost of the paper used but also the cost of rental or amortization and maintenance of the equipment and the costs of clerical or professional time involved. In the case of multiple pages there is no doubt about the relatively high cost of copying.

(over)

These points should be brought to the attention of board and school staffs with a view to ensuring that the reproduction of copyrighted material be strictly limited to that available under the law, and that in other cases reproduction be avoided unless the written permission of the owner of the copyright is obtained.

J. F. Kinlin,
Assistant Deputy Minister.

January 21, 1971.

Alberta Department of Education
CURRICULUM BULLETIN
December 1970

"Use of Copying Machines

Administrators and teachers are invited to examine their procedures relative to the use of the above machines. Two issues are involved. In the first case, publishers of books and periodicals hold a copyright to these materials. Duplicating the material is not allowed unless permission from the publisher is received. The purpose of the copyright law is to protect the rights of the author and the publisher. Since the Department of Education has recommended a values-oriented Social Studies curriculum and since respect for the rights of others is an attitude necessary for the successful operation of our society, it seems inappropriate for school officials to knowingly demonstrate disrespect for the rights of others through violations of the copyright law.

A second issue involved is that of the economical operation of schools. Most copying machines are reasonably expensive to operate in terms of cost per page as compared to published materials. Instances have been drawn to the attention of the Department of Education where it would be substantially more economical to buy twenty-five copies of a periodical rather than produce copies of a long article from the publication."

APPENDIX

CANADIAN COPYRIGHT INSTITUTE

SUITE 1804 80 KING STREET WEST, TORONTO 1

ROY C. SHARP, Q.C.
EXECUTIVE DIRECTOR

TELEPHONE
(416) 368-6135

30th April, 1971

Judge Jan Gehlin
Box 5252
Stockholm 5
Sweden

Dear Jan:

I am writing this in furtherance of my telephone conversation with you of a few minutes ago. In summary, the sort of information I would appreciate having is as follows the regard to the library lending rights:

1. Copy of the Swedish statute and regulations. If an English translation is not at hand, Swedish will do.

2. Price paid per loan at the present time and the proposed new price.

3. The definition of what comprises a loan, that is, does it include reading a book in the library or does it apply only if a book is taken out of the library?

4. What libraries are included? Are private universities, libraries, school libraries, etc., also required to report loans and make payments?

5. What books are eligible for loan? For example, what is meant by a Swedish book? Does this include books published outside of Sweden by a Swedish national? Does it include books in the public domain?

6. Total amount of money involved.

7. I understand that the total sum is paid to the Swedish Authors Society. Is this correct? How is it then distributed, that is, percentage of the amount paid to the author of the book copied and percentage paid for pensions, scholarships, etc.

Photo Copying -

(a) Copy of legislation or proposed agreement. I understand there is one overall agreement with the government. Are there separate agreements with schools and libraries?

(b) Does the agreement cover copying only in schools or is there a payment for copying by other institutions?

(c) The rate of compensation?

(d) A definition of the kind of copies for which compensation is paid.

(e) Estimated number of pages copied per year and expected revenue.

I do hope I am not asking too much from you here, but whatever you can do would be greatly appreciated. I wish to present this information to the Royal Commission on Book Publishing that is presently examining the condition of the publishing industry in Ontario.

Kindest personal regards,

Yours very truly,

RCS/ws

Roy C. Sharp
Executive Director

Note to Royal Commission on Book Publishing

Jan Gehlin is President of the Swedish Authors Association.

APPENDIX "C3"

SVERIGES FÖRFATTARFÖRBUND

LINNÉGATAN 12–14 – BOX 5252 – 102 45 STOCKHOLM 5 – TELEFON 22 17 60

Stockholm, May 10th, 1971

Dear Roy,

I give you an answer - in my bad English - and hope it will be sufficiant.

1. The lending rights are not in the law. Every year the Parliament, on proposal of the Government or by itself (as this year), says how much money we can get and how to divide it. Afterwards "The King" makes a sort of act, "kungörelse", in which the regulations are put. As you know we got 15 öre this spring, but the regulations about them vill not appear until this summer. However the principles for 15 öre are the same as for 12. I enclose a copy in Swedish of the latest regulation. There is no time for getting it translated now.

2. This is the development 1956: 3 öre, 62: 5 öre, 66: 6 öre, 1970 (after our grand action against the libraries): 12 öre and 1971: 15 öre (valid from 1/7-71).

3. Every loan <u>out</u> from the library is registred and that gives for Swedish protected books every time the lending multiple, now 12, next year 15 öre. But some books may not be taken away, we call them referencebooks. They are for the purpose of studying in the library only. For every copy of such books we get 4 times the lending multiple. These books are not registered every year; now and then we check the statistics. Unprotected books are not registered.

But, books by foreign writers translated into Swedish are, if the translation still is protected, also registered and the translators get 4 öre for every loan and 16 öre for every copy of reference books. However, the translations are not, and can hardly be, registered in the name of the translator, so the statistics of the translated books are rather rough.

The lendingmultiple is divided in two, one half to the writer (we call it writers-money) and the other half to the social fund. But, when one writer has 50,000 loans, the writers-money again is made the half (now 3 öre), and when he has 200,000 loans it is decreasing to 20 %, that is now 1,2 öre. For the translators there are no writers-money because of reason mentioned above: The translators are not registered. Now I have used a simplyfied explanation: In fact the text in the act says, that when the writer gets so and so much money, which corresponds to 50,000 respectively 200,000 loans, his writers-money will be reduced by 50 % respectively 80 %. All this has the result that the fund takes 3/4 of all money. As you might know we want another dividing. From the 15 öre we want 9 as writers-money, decreasing to 4,5 öre at 100,000 loans and 1.5 öre at 200,000 loans. That should give the single writer a better remuneration, it should give us less trouble with scolarships, pensions and so on, and still it should give more to the fund than to the individuals, namely good 2/3 to the fund.

4. All public libraries that are available for the public in general and all school-libraries ment for pupils. Excluded are: University libraries (from which you are not permitted to take away books), the national library (the same), private libraries (do hardly exist), scientific libraries and libraries at courts etc. But we claim that all libraries open for the public should be included; only those who are specially for officials and those who work there (e.g. courts) shall be excluded.

5. All books written by Swedes are included, whatever language he has used or wherever he has published it. I do not understand what you mean with "in public domain". All these books are possessed by the public. But if you mean books published by the state etc. those books are not protected and therefore not included. But today that is more rare, because the state nowadays more and more publish through a public company and then it will be looked upon as a private publishing and therefore protected.

6. The total sum of loans were last year 70 millions; of that 65 % are Swedish protected books. 12 öre gave ut totally 7.2 million crowns. 15 öre will give us 8.7 but then you must remember that the

remunerations to the translators was not increased by a misunderstanding. If the translators were included it should have given in all 9 millions. As you will know we claim 25 öre and it gives c:a 15 millions.

7. All the lending money are paid to a special fund, called The Swedish Writers Fund. At the board there are 12 members, 4 pointed out by the government and 8 by the writers association so that 2 are belletristic, 2 are writers for youth and children, 2 are scientific writers and 2 are translators. Perhaps we will have one more: For the illustrators.

How it is distributed I have already said. From the social fund we today pay more than 1 million as pensions to more than 100 writers or widows, 1.2 for scolarships, 300,000 in special translators scolarships for travelling, 300,000 as prizes, 200,000 in rapid social help, 600,000 to the organisation of writers, but only 200,000 for the fund-administration, statistics etc. It is too complicated to axplain how we want to have it, if the writers-money were constructed as said above. The only thing I can say is that then more writers would have enough in writers-money, so we could make less pensions and less scolarships. But instead we would make special garantees for those who are important but not very much lent f.i. poets. If we got it our way we also would be able to include the lending money in the general public system of pensions, more a sort of insurancesystem.

Photo Copying

It is rather difficult to answer your questions about this matter, because there is still no agreement. We are negotiating and we hope that we will have an agreement in one field this summer, but still there remains some four or five agreements to cover the whole problem.

Well, I'll try.

In our law we have a paragraph about "private use" (11 §) which gives everybody the right to make "single copies" for "private use". But: The words for "single" and "private" are not so distinct in Swedish and therefore "single" can be read as "some" and private can be read as "non-commercial". So when a teacher makes photo-copies he sometimes makes 30-60 copies for his teaching. Of course we have claimed this unlawful - we ply that not more than 3 copies are to be allowed. The school-authorities oppose this, of course. Nevertheless they admit that too many copies are made, and the government has pointed out a

delegation to negotiate with us in the field of schools below the universities. If we get that agreement we will start negotiating with the universities and after that with the state-authorities in general. To this will come negotiations about taping.

Now the answers,

(a) I can not give you the proposed agreement yet, it is to be handled confidential. But the intention is as follows.

1/ The organisations get the photocopying rights from the members and sell it to the state on special conditions.

2/ The agreement exclude the paragraph of private use (11§).

3/ Every teacher has the right to make 3 copies every term for his very private use.

4/ Moreover he is allowed to make every term 100 copies of every work or part of work for use in the classes,

5/ For copying according to 4/ the teacher shall make a special report.

6/ For copying according to 4/ the state has to pay a/ a guarantee-sum + x öre for every copy over X copies a year. Statistics show that 150,000,000 copies were made 1968. So we say X= one million copies. That is x öre for every copy over that amount. Do you understand? For example: 3 million crowns as a garantee and 4 öre for every copy over 100 million gives us in all 5 million crowns. The state has to pay it, because the law is a matter of the state and the bad written law is the reason for the agreement.

(b) I think you have got the answer.

(c) I have given you an example. That is what we claim, but we have only got a very preliminary answer.

(d) Not only photo-copying but all grafic-copying and also so called dias = transparant pictures.

(e) The number of copies must have increased since 1968. But we do not know. Expected revenue? I have said to the delegation that if they say anything less than 3 millions we will turn them our back and go to the police!

Well, dear Roy. It is hard to explain in a foreign language; really it is hard to explain in Swedish too so f.i. members of the Parliament understand. But I hope that your basic knowledge is sufficiant so that you can get the mainlines of what I here have said.

Of course I am very interested to hear if you have got the essentials and what you are making out of it yourself.

Kindest regards
Yours very truly

Jan Gehlin

KK 23 nov. 1962 ang. Sveriges författarfond

1 §. Till upphovsman till litterärt verk skall enligt vad nedan sägs för användning av hans verk genom bibliotek utgå ersättning av statsmedel från en fond, kallad Sveriges författarfond.

2 §. Frågor rörande fonden och dess användning handläggas, i den mån ej annat följer av vad i andra stycket stadgas, av en styrelse.

Fonden förvaltas av statskontoret. Utbetalningar från fonden verkställas av statskontoret efter utbetalningsbesked från styrelsen.

3 §. I denna kungörelse avses

med bibliotek stifts- och landsbibliotek, länsbibliotek, folkbibliotek och skolbibliotek samt

med referensexemplar volym av litterärt verk, som vid viss tidpunkt under kalenderåret funnits tillgänglig på bibliotek för läsning men ej för hemlån.

Vad i kungörelsen sägs om upphovsman till litterärt verk skall i fråga om litterärt verk, som till väsentlig del består av teckningar, målningar, fotografier eller musikaliska verk, äga motsvarande

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tillämpning jämväl beträffande vederbörande tecknare, målare, fotograf och kompositör; dock skall i fråga om fotograf vad som sägs om upphovsrätt till litterärt verk jämlikt lagen om upphovsrätt till litterära och konstnärliga verk avse fotografens rätt till fotografisk bild jämlikt lagen om rätt till fotografisk bild. KK 6 maj 1966, som trätt i kraft 1 juli s. å.

4 §. Till fonden överföras för varje kalenderår av statsmedel dels tolv öre för varje hemlån från bibliotek av litterärt verk i original, dels fyrtioåtta öre för varje referensexemplar av dylikt verk, dels fyra öre för varje hemlån av litterärt verk i översättning till svenska språket dels ock sexton öre för varje referensexemplar av dylik översättning.

Vad i första stycket sägs om litterärt verk i original äger tillämpning endast därest verkets upphovsman eller, om verket har två eller flera upphovsmän, någon av dessa är svensk medborgare och hans upphovsrätt jämlikt lagen om upphovsrätt till litterära och konstnärliga verk alltjämt gäller.

I fråga om översättning till svenska språket skall vad i första stycket stadgas äga tillämpning endast, därest översättaren eller, om översättningen utförts av två eller flera, någon av dessa är svensk medborgare, och hans upphovsrätt jämlikt nämnda lag alltjämt gäller. KK 6 maj 1970, som trätt i kraft 1 juli s. å. och i denna del tillämpas på hemlån efter utgången av år 1969 och på referensexemplar som funnits tillgängliga efter samma tidpunkt.

5 §. Från fonden skall till upphovsman till litterärt verk i original utgå ersättning för antalet hemlån från bibliotek och för antalet referensexemplar av verket (författarpenning).

Vad i första stycket sägs äger tillämpning endast därest antalet upphovsmän till verket är högst tre och fråga är om upphovsman, som är svensk medborgare och vars upphovsrätt till verket jämlikt lagen om upphovsrätt till litterära och konstnärliga verk alltjämt gäller.

6 §. Författarpenning utgår för kalenderår med sex öre för varje hemlån och tjugofyra öre för varje referensexemplar. Finnas två eller flera ersättningsberättigade upphovsmän till litterärt verk, delas författarpenningen lika mellan dem.

Vid tillämpning av första stycket skall fakttagas, att författarpenning, som för visst kalenderår sammanlagt tillkommer upphovsman, icke skall utgå, om den understiger 90 kronor. Uppgår författarpenningen till mer än 3 000 kronor, skall den minskas med 50 procent till den del den överstiger 3 000 men ej 7 500 kronor och med 80 procent till den del den överstiger 7 500 kronor.

Författarpennings belopp fastställes i hela kronor, varvid öretal bortfaller. KK 6 maj 1970; se anm. vid 4 §.

7 §. Fondens behållning, sedan författarpenningar utgått samt utgifter för styrelsens verksamhet blivit bestridda, skall användas till

a) pensioner och understöd åt upphovsmän till litterära verk samt deras efterlevande;

b) stipendier åt förtjänta upphovsmän till litterära verk samt bokillustratörer; ävensom

c) bidrag till särskilda ändamål, berörande litterär verksamhet.

8 §. Antalet hemlån och referensexemplar av litterära verk, som avses i 4 och 5 §§, skall bestämmas genom årliga stickprovsundersökningar.

Det åligger styrelsen att tillhandahålla KM:t erforderliga uppgifter för bestämmande av de belopp, som jämlikt 4 § årligen skola tillföras fonden.

9 §. Efter upphovsmans död övergår hans rätt till författarpenning enligt lagstiftningen om giftorätt, arv och testamente.

Rätt till författarpenning, som icke är tillgänglig för lyftning, kan ej överlåtas och må förty icke tagas i mät för gäld.

10 §. Har författarpenning eller andel däri ännu fem år efter utgången av det kalenderår, varå den belöper, icke kunnat tillställas rätt mottagare, enär upplysning ej vunnits om mottagarens adress eller det, beträffande avliden upphovsman till litterärt verk, ej styrkts till vem rätten övergått eller eljest hinder för utbetalning föreligat, tillfaller beloppet fonden.

11 §. Styrelsen för författarfonden skall bestå av ordförande och elva ledamöter. Ordföranden och tre ledamöter jämte suppleanter för dem förordnas av KM:t. I övrigt utse Sveriges författareförening, Sveriges ungdomsförfattareförening, Minerva, förening för Sveriges vetenskapliga och populärvetenskapliga författare, och Svenska översättarförbundet var och en två ledamöter jämte suppleanter för dem. Ordförande, ledamöter och suppleanter utses för tre år i sänder. Styrelsen väljer inom sig vice ordförande.

12 §. Styrelsen äger utse arbetsutskott och åt detta uppdraga att på styrelsens vägnar fatta beslut i den omfattning styrelsen angiver.

13 §. Hos styrelsen skall finnas en sekreterare och annan personal, som förordnas av chefen för ecklesiastikdepartementet.

Styrelsen må anlita sakkunniga för särskilda uppdrag.

14 §. Styrelsen sammanträder på kallelse av ordföranden, så ofta omständigheterna föranleda det.

Styrelsen är beslutför, då utom fungerande ordföranden minst sex ledamöter äro tillstädes. Varje ledamot äger en röst. Vid lika rösttal gäller den mening, som biträdes av ordföranden.

Vid sammanträde skall föras protokoll, som justeras av ordföranden. KK 6 maj 1970.

15 §. Kostnaderna för styrelsens verksamhet utgå ur fonden.

KM:t bestämmer ersättning till ordförande, ledamöter, suppleanter, tjänstemän och sakkunniga.

16 §. Närmare bestämmelser rörande arbetet inom styrelsen och arbetsutskottet samt föreskrifter i fråga om personalen meddelas av styrelsen.

17 §. Styrelsen äger av myndigheter påkalla de upplysningar och det biträde, som erfordras för styrelsens verksamhet och av myndigheterna kunna lämnas.

18 §. Det åligger styrelsen att årligen dels före d. 1 sept. till chefen för ecklesiastikdepartementet avgiva berättelse över styrelsens verksamhet under senast förflutna budgetår, dels inom därför stadgad tid till riksrevisionsverket avlämna räkenskaps- och redovisningshandlingar.

Denna kungörelse träder i kraft dagen efter den, då kungörelsen enligt därå meddelad uppgift utkommit av trycket i Svensk författningssamling. [Utkom 20 dec. 1962.] Kungörelsen d. 17 juni 1955 (nr 464) ang. Sveriges författarfond skall samtidigt upphöra att gälla.

Bestämmelserna i 4 § om storleken av de belopp, som skola tillföras fonden, och i 6 § om författarpenningens storlek skola lända till efterrättelse från och med kalenderåret 1962.

PROPOSED PUBLIC LENDING RIGHT IN THE U.K.

The following information was received by the Canadian Copyright Institute from Mr. William Wallace of the U.K. Industrial Property and Copyright Department, London, England. Mr. Wallace advised the Institute that Lord Eccles has already set up a committee and a meeting has been held to discuss his proposals.

"PUBLIC LENDING RIGHT

On Tuesday 16 February, Lord Goodman and Mr. David James M.P. called on Lord Eccles, Minister responsible for the Arts, accompanied by:

Mr. Michael Gilbert chairman of the Arts Council sub-committee concerned with Public Lending Right

Mr. Ronald Barker Secretary of the Publishers' Association

Mr. Graham C. Greene a director of Jonathan Cape Ltd.

Mr. Eric White, Literature Director of the Arts Council

Mr. Victor Bonham Carter Planning Officer the Society of Authors

They discussed with Lord Eccles the latest scheme put forward by the Arts Council for an acceptable alternative to a Public Lending Right. This scheme proposed that the Government should make an annual grant of £2 million to be divided among authors, not in proportion to the borrowings of their books from public libraries, but in proportion to the sales of their books to public libraries. The authors would receive 75% and the publishers 25% of the sum attributable to each book.

"Lord Eccles told the delegation that the Government could not accept the authors' scheme for two reasons.

1. It was not a Public Lending Right, but the share-out of a subsidy of an arbitrary amount.
2. The Government was not prepared to put up any money to meet a scheme in any form based on a subsidy from the Exchequer to a fund to be shared among authors.

On the other hand, the Government thought there was some justice in the original claim that authors' rights in their books were not adequately secured by law. Ministers were, therefore, ready to consider an amendment to the Copyright Act 1956, which would add lending to the public to the acts which are restricted by copyright. Lord Eccles said his examination of such an amendment had made it clear that the manner in which it could be implemented presented some very awkward problems. He would call together a group to discuss these difficulties.

Authors, librarians, publishers, local authorities and the Government departments concerned would have to be represented on this group. The outcome of the discussion would determine whether an amendment to the Act was a practical and worthwhile step."

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BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

INDEPENDENT PUBLISHERS' ASSOCIATION

JUNE 1, 1971

INTRODUCTION

Deplorable as it is from a variety of viewpoints, the "Crisis in Canadian Publishing" has had at least two immediately useful results.

The first of these is the creation of the Ontario Royal Commission on Book Publishing, a public initiative which we applaud.

The second is the creation, for the first time, of a truly national organization of English-language, Canadian-owned book publishing houses, the Independent Publishers Association.

In the pages that follow, we present:

- a brief description of the genesis of the Independent Publishers Association
- a description of the IPA in its present form (membership, program, etc.)
- recommendations to the Royal Commission which have been endorsed and supported by Canadian-owned book publishers from coast to coast
- and recommendations developed recently at the first Annual General Meeting of the IPA

For the record, we have appended the text of the Objectives and Membership clauses from the newly-adopted constitution of the IPA (appendix A)

The Commissioners will see that a number of the now-familiar ideas which have been presented to them in public hearings originated with the IPA's predecessor, the Emergency Committee of Canadian Publishers. We hope that the new proposals in this submission will prove useful in the Commission's final recommendations.

BACKGROUND

The first more-than-casual meeting of "independent" Canadian book publishers took place in Montreal in December, 1969.

In that month, the Canada Council called a meeting of the "smaller" Canadian-owned English-language book publishing houses at the Windsor Hotel. This represented the first occasion on which these publishers had come together on anything more than the most accidental and casual basis. Although the Canada Council's purposes in calling this meeting were simply to find out from the smaller publishers what they thought of the role the Council was playing in their affairs, it seems clear in retrospect that the results of the meeting were more significant than anyone had any reason to suspect; the smaller publishers got to know each other and began to realize that they shared problems which were not specific to each house but which were imposed upon them by the economic and cultural environment in which they were obliged to operate.

Following the Montreal meeting, many of the smaller publishers (who now called themselves "independent" in preference to "smaller") maintained more frequent contanct with each other than had been the case in the past. An informal but continuing exchange of information and ideas began to take place.

Nine months later, in September, 1970, the W.J. Gage Textbook Division was sold to the Americans.

In October it was announced that the Ryerson Press was to be sold to McGraw-Hill.

These disturbing events, and the increasing degree of co-operation among the "independents", let to the creation of the first formal grouping of Canadian-owned book publishers, the Emergency Committee of

Canadian Publishers.

From a Toronto nucleus, the Emergency Committee quickly obtained the support of a total of fourteen Canadian-owned book publishers from coast to coast.

The Emergency Committee issued a public statement endorsed by all its members (see Appendix B).

It also convened a public meeting in Toronto to protest the sale of the Ryerson Press to foreign interests and to explore, in public, the possibility of preventing the sale.

Almost simultaneously, a consultative committee was created by the Ontario Department of Education to explore the crisis in Canadian publishing; the publisher membership of that committee overlapped with the membership of the Emergency Committee.

From Ottawa, the Hon. Herb Gray, who was then attempting to develop a Cabinet position paper on foreign control of Canadian industry, expressed a keen interest in the publishers' problems and asked for an exploratory meeting.

The meeting was held in Ottawa on December 4th. The Hon. Herb Gray was chairman. The Hon. Robert Stanbury attended, as did representatives of the Secretary of State and the Department of Industry, Trade and Commerce. Four Toronto-based publishers, representing large and small firms, presented the views of the Canadian-owned segment of the industry. Those views were contained in a Brief which the Royal Commission has already received (from New Press); the recommendations contained in that Brief, as you will see, are included in this submission as well.

Following the Ottawa meeting (which was, coincidentally, held almost within hours of the closing of the Ryerson sale), many of the independent publishers reached the conclusion that efforts should be made

to create a permanent organization of Canadian-owned book publishers. The Emergency Committee had not been successful in blocking the Ryerson sale, but it clearly had been successful in stimulating public interest in the whole question of the survival of a Canadian-owned book publishing industry. It was felt that an association was needed to serve as spokesman for the Canadian-owned houses and, insofar as possible, to assist those houses in their struggle to survive and grow.

After a great deal of hard work, an interim committee succeeded in convening a meeting of independent publishers at Trinity College in February. Thanks to the Canada Council's generous assistance with travel costs, this meeting included representatives of publishing houses from British Columbia and New Brunswick as well as from the central provinces.

Vigorous debate, carried on largely in the context of constitution-drafting, produced a solid concensus on the proposed aims, objectives and activities of the new association.

From February to May, a continuing committee met in Toronto, acting on a mandate from the February meeting, to plan and convene the first Annual General Meeting of the nascent organization of Canadian-owned book publishing houses.

Thanks in large part to a generous commitment of time and effort by Roy MacSkimming of New Press and Harald Bohne of the University of Toronto Press, the First Annual General Meeting of the new organization was held at Hart House on the weekend of April 30th. At that meeting, the draft constitution was ratified (with minor amendments) an Executive Committee was elected, and policies and programs were adopted. The principal context in which policies were discussed was, of course, that of providing a set of recommendations to the Ontario Royal Commission; this was seen as the most urgent and timely focus for our efforts. As a result, the policies adopted

are presented in the next section of this Brief as recommendations to the Rohmer Commission.

The new Association began to explore a number of challenging and potentially beneficial ideas. Heavy emphasis was placed upon communications among members (considered so important that this responsibility is specifically laid upon the Executive Committee in the Association's constitution); it was felt that Canadian-owned publishers could only survive and fulfill their functions efficiently if they were, each of them, as fully informed as possible on all pertinent developments effecting their operations, whether in Canada or abroad.

Tentative steps were also taken towards the development of co-operative display, promotion and marketing programs in which the spotlight could be thrown on Canadian books from Canadian houses. A committee, organized by Glenn Siebrasse of Delta Canada (Montreal) specifically undertook to establish permanent collections of the books of member houses in major centres across the nation so that displays of "books of our own" could be mounted quickly and easily anywhere in Canada. This program was successfully implemented within two weeks of the meeting.

In other areas, specific programs of the Association remain to be developed. Many members feel it would be absurd for the IPA to parallel or duplicate programs already being carried out by the Canadian Book Publishers Council (to which association, a number of the IPA publishers belong); but at the same time all members feel that a program must be developed to serve the very specific concerns of the Canadian-owned houses and the very specific cause of "books of our own".

Programming for the IPA is also constrained, temporarily, by uncertainties of budget. To ensure that all eligible publishers could belong to the Association without financial strain, the fee for Active Membership

was set at $75, Institutional Associate Membership at $35, and Individual Associate Membership at $5, which means that the secure financial resources of the Association are very limited indeed.

We expect that as the weeks pass a more specific pattern of activities for the Association will be developed and financial means will be found to implement increasingly useful programs for Association members.

As for the name: after much deliberation and the consideration of a variety of alternatives, members voted to call the new group the Independent Publishers Association, a name which is at once descriptive and at the same time sufficiently distinctive to prevent confusion with other, existing bodies.

RECOMMENDATIONS

As stated in the Introduction, many of the recommendations that follow were developed initially by the Emergency Committee of Canadian Publishers, subsequently endorsed by other Canadian publishing houses, submitted to the Federal Government in early December and, early in 1971, ratified by all the publishers who now compose the membership of the IPA. In whole or in part, this cluster of objectives has been endorsed, with varying emphasis, by an overwhelming majority of other individuals, firms and associations which have already appeared before this Royal Commission. Their main thrust has also been, if we may say so, endorsed by the Interim Report of the Royal Commission on the matter of McClelland and Stewart, and by public statements by the Hon. Gerard Pelletier and the Hon. William Davis.

As a result, we find ourselves at this writing in a strange position. It appears as though a public concensus has emerged in Canada; men of good will, concerned with the nation's survival and its right to pursue its own destiny, have already endorsed the urgent requirements expressed by the Independent Publishers late in 1970. At the same time, however, these very welcome expressions of understanding, good will and support have not yet produced specific and concrete action on a broad enough scale to alleviate the crisis in Canadian publishing. The IPA welcomes, of course, the Royal Commission's and Ontario Government's prompt and intelligent action in the matter of McClelland and Stewart (although it must be mentioned that a number of our members are concerned about the possibility that M&S will now be in a privileged position as supplier to the largest single purchaser of books in Canada, the Ontario Department of Education; obviously, however, if comparable assistance is provided for all other Canadian-owned houses, then the possible competitive advantage that M&S might have is cancelled out and the legitimate fears of

other publishers are laid to rest). But, welcome as the M&S initiative has been, the fact remains that several other significant Canadian firms, both education-oriented and trade-oriented, face immediate and urgent financial crises and that additional firms, though not in immediate danger of the bailiff's arrival, nevertheless find themselves hamstrung in their efforts to maintain an ongoing publishing program on the scale demanded by their markets and the social and educational objectives of their nation.

It is on the strength of these considerations, therefore, that we present once again, for the record -- and for as rapid implementation as possible -- the recommendations below. Where appropriate, we have added additional comments in brackets.

A. IMMEDIATE REQUIREMENTS

1. A federal government loan fund for book publishers. The federal government lends money to industry through a variety of means. Because of the crisis in the book publishing industry, a federal loan fund for publishers must be established at once (perhaps under the auspices of the Industrial Development Bank or some other existing agency), to provide long-term, low-interest development loans at 2% under prime interest rates. These loans would be put to a number of important uses: advances against authors' royalties and research expenses, facilitating the writing of books that otherwise would not be written; the hiring of skilled staff; and the improvement of marketing techniques in sales, advertising and publicity

It must be emphasized that a publisher's greatest assets are intangible ones -- basically, good editorial and artistic judgment. By the nature of their business, publishers do not invest heavily in land, buildings or machinery. Clearly then the quality of a publisher's past performance and future plans must act as the chief guides to the lending body when considering an application for a loan. The publisher's existing inventory could also be a factor.

Federal loans of this kind are essential to Canadian-owned publishing houses. They provide the only immediate possibility for these houses to withstand competition from foreign-owned firms, especially in the area of marketing and the development of new types of publications.

(This recommendation talks specifically of a Federal loan program. In the opinion of IPA members, there are good reasons why the program should be federal. We believe -- and our membership reflects -- that English-language book publishing in Canada should not be exclusively a Toronto-centred or Ontario-centred activity. The Ontario Government has already revealed its willingness to assist Ontario publishers and this position is most welcome; but it does not help publishers in other provinces whose contribution to the publication of Canadian books is both significant and valuable. At least one other province has shown a recognition of the needs of book publishers, but it would be naive to assume that all provinces in which useful book publishing is carried on will do so; thus our emphasis on the role of the federal government. At this writing it is difficult for us not to feel that the federal government is dragging its heels; we have had, from Ottawa, studies, conferences, a task force, an interdepartmental co-ordinating committee, and many protestations of good will and sympathy -- but we have had no useful action on a significant scale; that has come from Ontario and Manitoba).

2. The library purchase plan. A committee including representatives of the Ontario Department of Education and several Canadian-owned publishers has already been discussing a simple plan to aid the publishing industry, and at the same time to benefit public and school libraries in the province. Under this plan, the province would appropriate a sum of money with which librarians would purchase Canadian hardcover books for their libraries, at the trade discount of 40% off the retail price. The selection of the books would be at the librarians' discretion, the only condition being that the funds

be sent on books from Canadian-owned houses.

Adoption of this plan by each province, or even by several of them, would bring immediate and considerable benefits to the publishers; it would require them to reprint many of the titles ordered, thereby providing much additional business for printers and binders, and increased royalties for authors; and it would endow libraries across the nation with a vastly improved selection of Canadian books.

The Council recommends that the federal government adopt a similar plan for endowing libraries under its jurisdiction -- in federal departments, and embassies and other offices abroad. The advantages of this plan are that it can be implemented quickly and will produce immediate benefits not only for publishers but for authors and trades related to publishing.

(This recommendation is, we believe, still relevant, still pertinent and still urgent. There is, on the part of the Canadian public, adult and student alike, a dramatically heightened interest in Canadian books -- produced in part by the publicity surrounding the crisis in Canadian publishing. But this Royal Commission has heard a brief describing how public funds are available to build sumptuous libraries in high schools but not to stock the shelves. There is clearly a distorition of values here. Cut-backs in government spending should not, we submit, preclude a program for the provision of funds to libraries to buy Canadian books. What good are balanced budgets and beautiful educational facilities if, to paraphrase Prime Minister Davis, our children know more about Abraham Lincoln than they do about Sir John A. Macdonald?)

3. Increased aid to publishers and authors from the Canada Council. The Canada Council makes available to publishers small grants (generall in the neighbourhood of $500 to $1000) in aid of publication of literary books. At best these grants allow the publisher to cover his losses

on production costs, plus some small part of the overhead that the book must bear. But frequently even this much is not achieved. In other words, the Canada Council's grants to publishers are minimal and not a major budget factor for most firms.

This situation must change at once. The Canada Council finds many hundreds of thousands of dollars in its budget for symphony orchestras, ballet companies and theatre groups, but in the year from June 1969 to June 1970, it disbursed only about $92,000 to trade book publishers, of which over half went to French-language publishers in Quebec.

The present grants are about one-third the size they should be if the Canada Council is going to give meaningful assistance in the unprofitable field of literary publishing. We recommend therefore that the Canada Council at least treble the size of its publication grants; and that it alter its procedures so as to award grants on the basis of a series of books instead of on the basis of single titles only.

These measures would shore up the most financially vulnerable area of trade publishing and would encourage more firms to enter it, thereby increasing the chances of Canadian authors to have their work published. One further step should be taken, however, to encourage authors. At the moment the Canada Council provides grants to authors to assist the completion of literary works. But should a work become published the financial return to the author in the form of royalties is almost always negligible, because of the small audience for such books in the small Canadian market. Therefore it is usually impossible for a Canadian author to make a living from his work in the manner of American or British writers. To alleviate this situation somewhat, it is recommended that the Canada Council establish a new category of publication grants to supplement authors' royalties, possibly based on copy sales. The basis on which to award these grants will have to be studied, but the principle

must be accepted that Canadian writers need and deserve greater financial encouragement.

(This recommendation, again directed to a federal agency, can stand as originally written. It is encouraging to note, however, that both the Canada Council and the Province of Ontario Council for the Arts are showing a recognition of their past sins of ommission and appear to be exploring corrective steps. For instance, it has been proposed that the Canada Council might make grants available to publishers on the basis of their past performance -- such grants to cover a group of titles chosen at the publisher's discretion, thus eliminating the Canada Council's role in editorial decisions and permitting the publisher to make long-range plans.)

4. Government designation of book publishing as a key industry. Canadian broadcasting outlets and newspapers have been recognized as vital components of our independent national existence, and ownership of them by foreign interests is prohibited by Parliament. Book publishing must also be viewed as a key communications industry, and should have been long ago. We recommend that the sale to foreign interests of the few remaining Canadian publishing houses be prohibited by law; but at the same time we stress that this measure will be meaningless unless coupled with the three positive measures listed above. In other words, Canada requires not only a native publishing industry, but a healthy and expanding native publishing industry.

(There is disagreement with this proposal on the part of one or two members of the IPA. Their reasoning is that, by eliminating even the possibility of a foreign sale, this proposal reduces the market value of their companies. Similar considerations clearly led Jack McClelland to hedge when asked, in recent months,whether he would sell his firm to foreigners. Implicit, of course, in this vexatious problem is the very source of the crisis

in Canadian publishing in the first place -- our friends to the south command overwhelmingly greater capital resources than do the Canadians, and are able to pay a higher price than are Canadians for a Canadian enterprise with potential. It is our belief that when we provide a climate in which Canadian firms under Canadian ownership can flourish and grow the gap between American and Canadian offering prices for such firms will vanish.)

B. LONG-TERM REQUIREMENTS

1. A Publishing Development Corporation, modelled on the Canadian Film Development Corporation, to invest jointly with publishers in costly projects. (The analogy to the CFDC remains a valid one. But it took eight years -- and three Secretaries of State -- to get the CFDC off the ground. Book publishers cannot wait that long. The Publishing Development Corporation -- in whatever form and under whatever jurisdiction -- is needed now).

2. Establishment of a national book review. (Through private initiative, a literary review, "Books in Canada", has been launched, and we commend the people involved for their initiative and imagination. Inescapably, a commercially-based review carries with it substantial advertising rates -- in this case $450 per page -- which will prohibit many of the Canadian houses, especially those already handicapped by shortage of working capital, from taking full advantage of this new periodical to promote their books. This anomaly is not the fault of "Books in Canada", of course, but we hope it can be resolved soon, conceivably by government aid.)

3. Encouragement of a Canadian library distribution agency (on a par with the large book jobbers in the U.S.) to provide central ordering, invoicing, shipping and billing for libraries and publishers. (It seems to us that much useful groundwork has been done towards implementation of this recommendation or a variant of it -- perhaps most notably the Royal Commission's call for a publisher-librarian conference. Quebec, be it noted, has recently

taken a giant step towards a parallel goal -- and Bro-Dart announced cancellation of its million-dollar plans for the Quebec market; muddle-headed newswriters reported the Bro-Dart withdrawal as a blow to Quebec's economy, as stupid a distorition of the implications of events as we have heard this year).

4. Establishment of a Canadian paperback reprint house, perhaps owned jointly by existing publishers, to ensure mass paperback distribution of Canadian titles. (We will add -- as a matter of information -- that one IPA member firm is developing a Canadian line of "mass market" paperbacks in an imaginative and aggressive manner. More -- or other -- initiatives are needed, but clearly a market potential exists; and the availability of additional capital would assist in faster exploitation of that potential. There is an immediate need, too, for a thorough investigation of the financial groups, foreign and domestic, which control mass paperback distribution to and through kiosks and newsstands across the country to the detriment of Canadian authors and Canadian themes.)

5. Government action to assist those groups (presently including the CBPC and the Canadian Authors' Association) which are urging repeal of the U.S. law restricting imports into the U.S. of books written by American citizens.

6. Means to expand export sales of Canadian publishers. (In Ottawa, the Department of Industry, Trade and Commerce has been making tentative but useful moves to assist the expansion of export sales. An IPA member conducted a study of the U.S. market potential on their behalf, and they are assisting with a joint display of Canadian books at the American Library Association meeting later this month. Further initiatives, both public and private, should be encouraged).

NEW RECOMMENDATIONS

As noted above, the first Annual General Meeting of the IPA devoted considerable time to discussion of additional recommendations to this Royal Commission. These are, in a sense, supplemental to the basic recommendations repeated and commented upon in the previous pages. Some are clearly more important than others but all, we hope, will be useful to the Commissioners in their deliberations.

1. The McClelland and Stewart Loan. The Royal Commission's interim report and the Ontario Government's prompt implementation were, of course, thoroughly discussed. The IPA applauds the unprecedented speed with which action was taken in this emergency. For the reasons outlined earlier, some members are uneasy about the potentially privileged position of M&S. But most members believe that a comprehensive, industry-wide program will lay that fear to rest. The IPA is particularly pleased with the opening paragraph of the Royal Commission's interim report -- an expression of the Commissioners' conviction that "(Ontario) has a special responsibility to nurture and encourage (the Canadian book publishing industry)". We hope we are proved correct in our belief that neither the Royal Commission nor the Ontario Government believe that the "special responsibility" has been adequately discharged by the offer to McClelland and Stewart. As pointed out above, at least three other IPA members (all Toronto-based) face urgent and immediate financial crises.

2. Literary Awards. Ontario -- perhaps through the Province of Ontario Council for the Arts -- should establish annual literary awards. These should be backed by thegovernment's impressive promotional and publicity capacities at least as enthusiastically as are our provincial fashion awards. It has been suggested by one IPA member that these public accolades for Ontario writers might be called The Ryerson-Gage Awards.

3. Opening to the World. A general position was taken by IPA members that represents, we think, a useful distinction in the discussion of U.S. influence in Canada. We are not, as an association, anti-American. But we do feel that Canada, as a great trading nation and as a land of many peoples, should be open and responsive to ideas and influences from all parts of the world. We are concerned, however, that the proximity and economic power of the U.S. have the effect of orienting Canadian attention to one foreign land. In the world of books specifically, we believe that means must be found to shift our pattern of imports from the present U.S. preponderance to a more cosmopolitan mixture. At present, insofar as we see the literatures of Europe and of the developing countries at all, we see them largely through American filters, and this we regard as unsatisfactory for Canada and Canadians.

4. The Canadian Peoples. There is also a pressing need to further communications among the Canadian peoples themselves. We need to find some way for the native peoples of Canada to become more articulate in print; perhaps a specifically Indian/Eskimo publishing house should be established. We also need to improve the quality and quantity of the dialogue between Anglophone and Francophone Canadians; a useful but hitherto neglected step towards this end would be the establishment of a graduate program in translation on a Canadian campus.

5. Creative Writers. The care and feeding of creative writers is also a matter of concern to the IPA. One simple step to improve the lot of our writers would be to allow them to spread royalty income over a number of years; it may take a writer several years to produce a work, but his royalty income is often concentrated in a single year and -- under present practices -- taxed in a signle year. We also endorse the familiar but as yet unaccepted concept that authors (and publishers) should receive compensation for photocopy and library use of their property. In this connection, we recommend to the

Royal Commission that they examine the steps that have been taken and are being contemplated in other countries, Sweden and the United Kingdom in particular.

6. Retail Assistance Program. Eight million Canadians do not, at the moment, have convenient access to a retail outlet where they can examine and buy books. The economic reasons for this deplorable situation are straightforward enough; in smaller communities, demand is spread too thinly for a retailer to be able to justify stocking and selling any significant range of books. The IPA believes that this situation could be alleviated almost overnight, at least in Ontario, through implementation of a comparatively simple, comparatively cheap government program. The Province could provide an annual grant of one dollar per year for each Canadian book stocked and displayed for sale by retailers outside our larger centres. Retailers would have tostock a minimum of perhaps 200 titles and their maximum grant might be established at $500; within this range it would be possible for the retailer to display at least a reasonable minimum of Canadian titles. We believe that very simple administrative procedures could be developed for the operation and policing of this program. We also believe that the resulting book sales might surprise everyone -- there is considerable evidence that significant summer sales to tourists and vacationers are being lost for Canadian books because the books are not generally available in resort areas. We provide our summer visitors with enough rainy afternoons; let's provide them with something equally Canadian to occupy their time.

7. The Government Presence. In the past, neither the Queen's Printer in Ottawa nor the Ontario Queen's Printer have presented anything more than a sporadic threat to Canadian book publishing. Ottawa's efforts have been incoherent in publishing and inept in marketing. And Ontario seems only to have considered the possibilities of organized publishing during the

last year. Today, however, there are strong indications that both governments may be considering an energetic program of competition with the private sector, federally through Information Canada as well as such agencies as the NFB, the CBC, the National Museum, and even CMHC. The IPA deplores any moves in this direction. Canadian publishers have enough troubles now withwell-financed Americans to have to take on serious government competition as well. This is not to deny that certain worthwhile government objectives are not best met through publication of books; they are, and socially useful purposes are served thereby. However, we do believe that in many cases the government can get better books, cheaper, and marketed more efficiently, by collaborating with the private sector than by competing with it. Clearly, no comprehensive program can be worked out overnight, but in general we believe that the governments should get out of trade and educational publishing (the Federal Government's involvement in educational publishing -- to a larger degree than most people recognize -- is constitutionally questionable at best), and that any publishing projects generated within government, other than those of the most specialized and technical nature, should be turned over to private firms with appropriate capacities. Of course, such a program should involve Canadian-owned and only Canadian-owned firms.

8. "Buying Around". The Royal Commission already has a clear idea of the issues and arguments involved in "buying around". The IPA will therefore simply limit itself to stating that institutions disposing of public funds should be required to buy from Canadian sources and that, as a corrolary, any genuine inefficiencies or shortcomings of Canadian suppliers should be identified and corrected so that our institutions are not penalized unduly by being obliged to buy Canadian.

9. Standards of Criticism. One of the discouraging aspects

of book promotion in this country is the knowledge that, with two or three notable exceptions, there are few qualified literary critics in Canada. This means that a serious work of fiction or poetry may never receive the detailed critical analysis that it deserves, even though it is reviewed in newspapers and periodicals across the country. Believing that informed criticism is essential to a writer's development and to the growth of a Canadian literature, we propose that one or more Canadian schools of journalism establish a degree program in literary criticism, to guarantee literary standards in Canada which can compete on the international level.

CONCLUSION

The body of this submission has been devoted to discussion of steps that have been taken and that must be taken to overcome the "crisis in Canadian publishing". The crisis is all too real. But it is important, we believe, to recognize the underlying irony in the present economic situation of Canadian publishing: money problems aside, publishing in Canada has never been healthier. Canada's creative writers are more productive and are working to higher standards of excellence than ever before in our history. Public acceptance of Canadian books, literary and otherwise, has never been more enthusiastic. We have more and better school and public libraries than ever before, more and better retail bookshops than ever before.

If the economic problems of the Canadian book publishing industry can be overcome and overcome quickly, there is every sign that we can look forward to a flowering of Canadian letters.

We believe that the record of the last few years shows that Canadian publishers are innovative and imaginative servants of Canada's writers and the Canadian people. Only an endemic shortage of working capital prevents the publishers from serving Canada even better.

But the economic problem must be overcome quickly or there will be no Canadian publishers; if there are no Canadian publishers, then a vital link in the chain from writer to reader will have been broken.

This is the context in which we welcome the Royal Commission. Under any auspices, a public airing of the problems and potentials of Canadian publishing whould be a good thing. But it is clear that this Commission has transcended the minimum provision of a public forum. We have all watched with growing admiration the orchestration of this public performance and the excellence of the players on both sides of the stage.

The piece is being beautifully played. We only hope the tune we are hearing is Reveille. Not the Last Post.

EXTRACT FROM THE CONSTITUTION OF THE I.P.A.

Article 1/ Name

1.1 Section 1. The name of the organization shall be The Independent Publishers' Association (referred to below as the Association).

2. Article 2/ Objectives

2.1 Section 1. Believing that a people comes to know itself through the minds and imagination of its writers,

And believing that Canadian writers and readers are capable of great achievements together,

And believing that books of our own are essential to the educational, cultural, social and economic life of an independent Canada,

And further believing that books of our own can form an authentic channel of access among the peoples of Canada,

And believing that vigorous, Canadian-owned and controlled book publishers are essential to the accomplishment of these goals ..., the objectives of the Association shall be:

2.1a a) to work for the maintenance of strong and competitive book publishing houses owned and controlled in Canada:

2.1b b) to advance the interests of Canadian-owned and controlled book publishing by the concerted, conscientious and cooperative effort of every member;

2.1c c) to represent the interest of Canadian-owned book publishers in relations with public and private institutions in Canada and abroad;

2.1d d) to facilitate the exchange of information among its members;

2.1e e) to undertake such specific projects, studies and other forms of action as shall from time to time be required to implement objectives a) b) and c) above.

3. Article 3/ Membership

3.1 Section 1/ Active Membership

Active membership open to any firm, partnership, individual proprietorship, institution or association which meets the following qualifications:

3.1a a) has its chief office of business in Canada;

3.1b b) whose effective managerial, editorial and financial control is in the hands of persons domiciled in Canada, and whose ownership is substantially in the hands of persons domiciled in Canada;

3.1c c) an important part of whose business function is the publishing of original Canadian books;

3.1d d) has been recommended for membership in the Association by at least two active members of the Association;

3.1e e) has in print not fewer than 5 original Canadian titles and an ongoing publishing programme;

3.1f f) subscribes to and is willing to work on behalf of the objectives of the Association as set forth in Article 2 above.

For release 3 p.m. Monday November 9, 1970

STATEMENT

A vigorous and competitive Canadian-owned book publishing industry is essential to the nation's survival. The Emergency Committee of Canadian Publishers therefore urges:

1. That legislation be enacted to disallow the sale to foreign interests of W.J. Gage and the Ryerson Press.

2. That future sales of Canadian-owned book publishing firms to foreign interests be prohibited by law.

3. That the federal government immediately enact legislation creating a Publishing Development Corporation or other instrument to enable Canadian publishers to compete effectively with foreign-owned firms.

4. That representatives of the federal government and provincial governments of appropriate jurisdiction meet immediately with the Canadian-owned book publishers to discuss additional steps that must be taken to preserve for Canada a Canadian-owned book publishing industry.

EMERGENCY COMMITTEE OF CANADIAN PUBLISHERS

for more information:
Peter Martin, Peter Martin Associates, 925-5589
Shirley Gibson, House of Anansi, 923-7385

for release 3 p.m. Monday November 9, 1970

Following is a list of independent Canadian book publishers in all parts of the country who have joined together to form the Emergency Committee of Canadian Publishers and have endorsed the Emergency Committee's Statement released this date:

Gray's Publishing, Sidney B.C.

Prism International, Vancouver B.C.

Sono Nis Press, Vancouver B.C.

M.G. Hurtig Limited, Edmonton Alta

Coles Publishing, Toronto Ont

House of Anansi, Toronto Ont

James Lewis and Samuel, Toronto Ont

New Press, Toronto Ont

Peter Martin Associates, Toronto Ont

Progress Books, Toronto Ont

Oberon Press, Ottawa Ont

Harvest House, Montreal P.Q.

Tundra Books, Montreal P.Q.

Fiddlehead Books, Fredericton, N.B.

APPENDIX C

CHARTER MEMBERS OF THE INDEPENDENT PUBLISHERS ASSOCIATION:

Book Society of Canada, Toronto
Burns and MacEachern, Toronto
Clarke, Irwin, Toronto
Delta Canada, Montreal
Fiddlehead Books, Fredericton
Frontier Publishing, Calgary
General Publishing, Toronto
Griffin House, Toronto
Harvest House, Montreal
House of Anansi, Toronto
M.G. Hurtig Ltd, Edmonton
Ingluvin Publications, Montreal
James, Lewis & Samuel, Toronto
Ladysmith Press, Ladysmith, Que.
Learning Concepts Ltd, Toronto
Peter Martin Associates, Toronto
New Press, Toronto
Oberon Press, Ottawa
Progress Books, Toronto
Talon Books, Vancouver
Tundra Books, Montreal
University of Toronto Press, Toronto
Weed-Flower Press, Toronto

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

THE MIDDLESEX COUNTY
BOARD OF EDUCATION

JUNE 1, 1971

THE MIDDLESEX COUNTY BOARD OF EDUCATION

747A HYDE PARK ROAD

LONDON 73, ONTARIO

TO: ROYAL COMMISSION ON BOOK PUBLISHING

THE MIDDLESEX COUNTY BOARD OF EDUCATION SUBMITS THIS BRIEF TO THE ROYAL COMMISSION ON BOOK PUBLISHING ON THE BASIS THAT BOARDS OF EDUCATION SPEND A GREAT DEAL OF MONEY ON TEXTBOOKS AND LIBRARY BOOKS AND THUS CAN BE LARGELY INSTRUMENTAL IN SUPPORTING THIS PART OF OUR CANADIAN CULTURE. IN 1970 OUR RELATIVELY SMALL BOARD OF EDUCATION PURCHASED $143,141.39 IN TEXTBOOKS AND LIBRARY BOOKS AND CONTRIBUTED $26,058.00 TO THE COUNTY LIBRARY FOR ITS SERVICE TO OUR SCHOOLS. BOARDS OF EDUCATION SHOULD THEREFORE BE ENCOURAGED TO UNDERSTAND THE PLIGHT OF THE CANADIAN AUTHOR AND PUBLISHER.

TO HELP PRESERVE OUR CANADIAN CULTURE AND HERITAGE, SCHOOL BOARDS SHOULD BE ENCOURAGED BY THE USE OF DEPARTMENT OF EDUCATION STIMULATION GRANTS TO PURCHASE BOOKS BY CANADIAN AUTHORS AND PUBLISHERS.

PROVINCIAL GOVERNMENTS AND DEPARTMENTS OF EDUCATION SHOULD CONSIDER A "PREVIEW" COMMITTEE THAT WOULD EXAMINE MANUSCRIPTS BY CANADIAN AUTHORS WITH THE VIEW TO RECOMMENDING THEIR INCLUSION IN THE LIST OF TEXTBOOKS AND LIBRARY BOOKS THAT ARE APPROVED FOR USE IN THE SCHOOLS UNDER THEIR JURISDICTION.

A GREAT NUMBER OF TEXTBOOKS AND LIBRARY BOOKS PUBLISHED IN CANADA ARE NOT MANUFACTURED TO A SPECIFIED STANDARD OF QUALITY. NO STATE OR FEDERAL GOVERNMENT IN THE UNITED STATES GIVES SUPPORT TO THE PURCHASE OF SCHOOL AND LIBRARY BOOKS THAT ARE NOT MANUFACTURED TO A STATED SPECIFICATION. SPECIFICATIONS ARE ARRIVED AT BY THE BOOK MANUFACTURERS' INSTITUTE WHICH IS AN INDEPENDENT BODY OF BOOK MANUFACTURERS. WE BELIEVE THAT THE DEPARTMENT OF EDUCATION SHOULD GIVE GRANTS ONLY ON BOOKS MADE TO A STATED STANDARD OF QUALITY. MANY TEXTBOOKS AND LIBRARY BOOKS MANUFACTURED IN THE UNITED STATES LAST MUCH LONGER THAN OUR OWN BECAUSE THEY ARE MANUFACTURED TO THESE RIGID STANDARDS.

SCHOOL BOARDS AND DEPARTMENTS OF EDUCATION SHOULD BE PREPARED TO SUPPORT CANADIAN AUTHORS AND PUBLISHERS EVEN THOUGH THE COST MAY BE SOMEWHAT GREATER THAN IT WOULD BE IF BOOKS BY FOREIGN AUTHORS AND PUBLISHERS WERE USED.

J. Gillard

Chairman of the Board

J. A. Gummow

Secretary-Treasurer

May, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

MISS E. T. HARMAN

JUNE 1, 1971

RESUME

This brief, in substantially the same form, was recently presented to the Commission on Post-Secondary Education in Ontario, in order to point out the value within that Commission's terms of reference of a greater measure of co-operation in using facilities and sharing services for the publication of academic research. Its content seems even more appropriate to the inquiry now being carried out by the Royal Commission on Book Publishing, and it has therefore been updated and revised for submission to the latter.

The greater part of this submission is concerned with a proposal whereby the amount of scholarly publishing done in Ontario may not only be maintained but substantially increased, thus meeting the growing unfilled need in this area, and how this may be done economically. The means proposed is to combine the service operations of scholarly publishing (but not the actual selection of manuscripts) under a central authority, sponsored by government, and to make these services available, on a flexible and voluntary basis, to each institution desiring to establish a publishing program of its own. One distributing centre organized on modern lines, to take the most significant example, could provide all the warehousing, order fulfillment, and accounting services required by scholarly publishers in Ontario for many years to come, and could do so at very much lower total overhead cost than that of separate fulfillment operations established in a number of different Ontario universities. Separate institutional imprints would however be preserved and encouraged.

In addition, the brief recommends that government support be given to subsidize scholarly publishing by separate grants outside regular formula financing. Under present university financing, funds have been almost totally unavailable for this purpose.

1. Briefly stated, the primary function of a university press is to disseminate the fruits of scholarly research, subsidizing costs of publication when necessary, and applying only the test of excellence in deciding whether or not to publish. This is a vital part of the total educational process - producing, among other things, the basic material for textbooks and popular studies in every field of the social sciences, humanities, and physical sciences. The latter will normally be published by commercial publishers, it should be noted.

The recent growth of university presses on this continent, in Europe, Australia, Asia, and Africa, demonstrates that the need for publication of scholarly research can be met in no other way. The fact that subsidization is the norm rather than the exception eliminates the commercial publisher; the requirement of absolute freedom to exercise scholarly objectivity on controversial matters eliminates publishing by government; and the limitation in possible audience imposed by the scholarly nature of the material makes dependence upon popular media impracticable. Only the university as publisher is not dependent on sales of editions, or votes, or advertising and circulation.

A well-operated university press is likely to be considered an important asset of its parent institution: the existence at the present time of nearly one hundred university presses in North America alone is evidence of this fact. A scholarly press which has established a good reputation through its publishing programs in specialized fields will add to the prestige of its parent institution - provincially, nationally, and internationally. Nor will the existence of so many university presses in the United States and of

several in Great Britain meet the publishing needs of the Canadian academic community. While standards of scholarship are international, interests are often regional, and the Canadian social sciences (to cite but one example) are no exception to this rule.

Further information concerning scholarly publishing is provided in the appendixes supplied separately (items 1, 3, 4, 5, 6, and 9).

2. University presses in Canada are growing in number. There are four which have qualified for membership in the Association of American University Presses - Toronto, McGill-Queen's, Laval, and Montréal. (Other AAUP member presses with parent institutions outside the United States include Oxford, Cambridge, Edinburgh, Tokyo, Mexico, Australian National University, and Oslo.) That expanded facilities for scholarly publishing in Canada should be provided, and that embryonic presses should be encouraged are goals that receive the hearty support of the University of Toronto Press, which has liberally supplied advice and assistance to all universities who have asked for information in this matter. However, the Press is concerned that development of further university press publishing facilities, in particular in the Province of Ontario, should be along lines that are economically sound, especially in view of the problems encountered by the publishing industry in Canada generally, and the mounting costs of higher education in this province.

3. The Province of Ontario already possesses three scholarly publishing facilities. The largest is the University of Toronto Press. The University of Ottawa, publishing under the imprint "Editions de l'Université d'Ottawa," now has 168 books in print (the majority in the French language). The recently established McGill-Queen's University Press is jointly owned by universities in Ontario and Québec.

The University of Toronto Press is the most prolific book publisher in Canada, and is one of the four or five most productive university presses on the continent. Of some 10,000 titles issued by Canadian publishers in English which were in print in 1970, approximately 1,100 were published by this Press. It is currently publishing over one hundred original works annually, in addition to seventeen learned journals, mainly quarterlies.

4. The University of Toronto Press has been established for seventy years, although its active publishing program dates from the 1950s. The Press has during that period served the whole of Canada, publishing the works of authors located at institutions from the Atlantic to the Pacific. It distributes them to a world-wide audience through its branch in the United States, and through agents and warehouses in Great Britain, on the Continent, in Asia, and in Australia. (For further information, see appendixes and attachments 3, 7, 10, 11, and 12.)

5. Most university presses in North America and elsewhere receive supporting grants from their universities to finance their operations. The University of Toronto Press is one of only three or four presses in the world which receive no direct financial support from their parent universities. The Press pays all its own expenses, and at present supports a budgeted annual loss on scholarly publishing of $200,000 annually. This support of scholarly publishing, which has doubled in the past five years, is made available from the proceeds of sales of more popular (albeit serious non-fiction) works and a printing plant. In addition, collateral grants are sometimes received from the Canada Council, associations, and other institutions, always in connection with specific publishing projects. (See appendixes 3 and 4.)

6. The printing plant of the University of Toronto Press is a provincial and national asset through the unique capability it has developed of handling highly technical and specialized work. It has been able to develop this special capacity through the co-operation of the National Research Council and of various educational institutions in channelling through it a sufficient amount of work to sustain the operation. That this flow of work be maintained is absolutely essential to the continuance in Canada of such a centre for scholarly printing. The operation of a specialized printing department is not, however, generally typical of scholarly publishing today. Among the 71 members of the Association of American University Presses, only 7 operate printing departments. (See appendixes 2 and 8.)

7. There has been of recent years, particularly in the United States, a trend towards the combining of university press facilities, and those universities in Ontario which desire to support scholarly publishing programs of their own and have been considering the establishment of presses might well study the possibilities of institutional co-operation. (See appendix 13, the article "The university press as a co-operative enterprise," by Victor Reynolds.)

8. The University of Toronto Press, as a department of a provincial institution, might have a place within rather than outside the co-ordinated kind of scholarly publishing facility herein proposed, if one were established in Ontario. However, as we trust the remainder of this submission will make clear, Toronto's participation does not imply its domination of the total facility. Indeed such a development is to be discouraged, if only because the primary publishing responsibility must always remain with each institution participating.

9. The chief obstacle to such co-operation may be the understandable anxiety of institutions to preserve their separate identities where academic

responsibilities are involved, as in the publication of books bearing the imprint of the universities concerned. The purpose of this submission is to point out how it might be feasible to maintain these separate identities while combining, for the sake of economy and for greater effectiveness, many of the technical and administrative functions of scholarly book publishing. (The latter are essentially non-competitive functions.) We believe that the plan proposed admits of sufficient flexibility to prevent its becoming a behemoth that might leave too little scope for creative publishing by individual institutions.

10. The essential operations in any publishing program may be outlined as follows:

    a. Editorial selection and critical revision of manuscripts
    b. Editorial preparation of manuscripts for the printer
    c. Design (planning the format)
    d. Production
    e. Promotion
    f. Warehousing
    g. Order fulfillment
    h. Accounting

11. It is the first of the above operations, the selection and critical revision of manuscripts, which establishes the unique personality of the publisher, and chiefly builds his reputation for excellence. In the case of scholarly publishing, it is a function which can be handled with limited publishing experience, because what it mainly requires is academic judgment concerning the scholarly merit of the work. Nor is it an expensive part of the total publishing

process. (The critical function exercised by the academic editorial committee does not so much consist in the reading of manuscripts as in obtaining and assessing appraisals of them, frequently from colleagues located at other institutions - always at other institutions in the case of manuscripts emanating from their own campus.) Assessment of the sales potential of a manuscript, which does require major professional publishing skill, is not the deciding factor for or against publication, as it must be in commercial publishing. Therefore, once an editorial director has been appointed on campus, a committee formed to work with him, and a policy established for subsidization as needed, an institution is equipped to procure and select manuscripts for publication.

12. In so far as the University of Toronto Press has established itself as a major university press, it should be noted that this is to be attributed less to its activity in publishing approximately 100 books per year than to the fact that it now has some 1,100 titles available in print. The size and quality of the backlist gives a scholarly imprint its momentum and its economic base, and this takes many years for a newly founded press to build. It follows that it is equally important to Toronto to preserve its now well-known imprint as it will be vital to new university presses to establish theirs. Subject to these considerations, what is most needed is co-operation at as many levels as possible, including sales and distribution, along with preservation of individuality. (See item 15 below.)

13. Many of the other functions involved in university press publishing can be centralized, even conducted in the name of all concerned under the collective title of a new authority, e.g. "Universities of Ontario Press" (the possible name of an authority, not a new publishing imprint).

14. Items b and c, editorial preparation and design, involve professional skills that an institution which publishes a very small number of books each year will find costly to develop and sustain independently; as a result, it may have to use inexperienced personnel, or employ free-lancers on a catch-as-catch-can basis. It must be noted, however, that these activities are ones which some university publishers may eventually wish to operate with their own staffs because the skill and style with which they are carried out can help to identify the product. A university press maintains part of its reputation on the high quality of its manuscript editing and of its book design.

15. Items d and e, production and promotion, are functions that are quite frequently sub-contracted within the publishing industry. Few publishers own their own printing plant or bindery, or can afford a large sales staff. The increasing automation of book production suggests that by combining operations it would be possible to reap greater benefits from the new technology. To handle worldwide sales, the University of Toronto Press employs sales representatives in Canada, in the United States, and overseas, many of whom also promote the sales of books of other publishers; in this way, a network of sales representation may be established to cover even remote parts of the world. But representation of this nature requires sufficient backlist to make it worth an agent's effort: it is not open to a beginning press; nor is the expertise required to order printing and binding with an eye to economy, quality, and scheduling easy to come by, or inexpensive.

However, this being said, it is still true that d and e are also functions that a participating institution might, after a sufficient period of growth, prefer to carry on under its own roof. Great flexibility in the arrangements is possible in this area.

16. Items f, g, and h, warehousing, order fulfillment, and accounting, can be combined to take full advantage of automation, the latter being economic only when the scale of operations is large enough. There is a definite trend in the industry, indeed in the commercial industry, in Great Britain and the U. S. A. towards joint operations in these areas of publishing. In view of the fact that the Book Centre in Great Britain, for example, handles the output of over one hundred publishing houses, it can be seen that one distributing centre would be adequate for all scholarly publishing carried on in Ontario for an indefinite period in the future.

17. While combining various functions of the publishing process would not eliminate the need to subsidize many scholarly works for which the sale is small, it would make possible more economic use of the total subsidizing funds available. The net cost to the community of one larger co-operative enterprise would be much less than that of several small scholarly publishing facilities. The national and international impact of the whole could be greater than the sum of its parts.

18. The centralization or sharing of facilities can be extremely flexible. As noted, it is possible to increase or decrease the level of co-operation as circumstances may dictate: for example, an institution might, after a period of growth, undertake its own promotion, or design and production, while continuing to have its orders handled, its books warehoused, and its accounts processed and data reported through the central organization.

19. As mentioned above (item 8), we believe that the University of Toronto Press could play a part within rather than outside such an operation. In view of the stage to which its own organization has now developed, it would be mainly interested on its own behalf in co-operative selling, warehousing, order fulfill-

ment, and accounting operations, and would visualize itself and its staff as providing a logical beginning for these, albeit providing such services anonymously and on a co-operative basis as far as the public is concerned. It is facing its own problems of expansion. Its own office and warehousing facilities are now fully utilized, and it is by no means clear at present how their enlargement will be funded.

It should be noted that the suggestion of a co-operative publishing service follows two decades of rapid development by this Press, during which time it has expended many hundreds of hours in informing, counselling, and helping embryonic university presses in Canada and indeed abroad, including consultation services in Africa and Australia. In Canada, some two or three additional institutions seem likely to emerge soon as publishers, but none of these is located in the Province of Ontario.* It is the great desire of this Press to see as strong a university publishing tradition in Canada as in, say, the United States; this desire is reinforced by the weaknesses of Canadian commercial publishing and its almost precipitate trend towards Americanization. Indigenous Canadian publishing, i. e. books by Canadian authors and books about Canada, has regrettably not gained momentum. The University of Toronto Press would like to use what strength it has as a Canadian publisher to assist other Canadian institutions to construct active Canadian publishing programs of their own.

*The establishment of the University of British Columbia Press was announced in March 1971.

20. A collective approach, as here proposed, would lift from individual universities the capital costs that might well prevent most of them from establishing separate publishing organizations; obviously it has discouraged them from doing so in the past. On the other hand, if the basic housekeeping services were obtainable, and if such further services as copy-editing, design, and production, could be made available when desired, a university could begin immediately to publish and issue under its own imprint five, ten, fifteen, or twenty books a year, together with one or more scholarly journals. The University of Toronto Press has already provided such basic services on occasion for embryo publishing centres or university presses, but only with respect to individual books, not for continuing programs.

21. The supply of good manuscripts based on scholarly research is bound to increase with the further advance of post-secondary education in Ontario, and the need to publish these works will be felt, whether or not it is met. While provision of facilities for their publication is essential, over-expansion is certainly to be avoided. The proposals made in this brief would, we believe, permit expansion as needed without proportionate increase of related overheads. Co-operation in certain functions would make it possible to handle an increased body of publishing more efficiently, more effectively, and at reduced cost in relation to the amount of publishing involved.

22. The publications of allied provincial institutions such as institutes (including the Ontario Institute for Studies in Education), colleges, museums, art galleries, libraries, etc., could also be serviced through the same agency. These organizations frequently encounter great difficulty in distributing their

publications. It is impossible for them to be handled on a commercial basis because of the limited demand and the slim margin between cost and selling-price. Moreover, these publications do not yet secure adequate dissemination outside of Canada. The authority proposed would endeavour to reach the international market at least as effectively as Canadian university presses do now, and they are almost the only Canadian publishers who do reach it at present.

23. The management of the centralized publishing operation should be in professional hands, with the various institutions participating providing a board of directors dealing with matters of broad policy. The voluntary participation feature would give each university the power to withdraw with sufficient notice of termination if it found the services of the authority unsatisfactory.

24. The cost of the program proposed in this submission can be divided into three parts:

(1) Cost of selecting the manuscripts to be published;

(2) Cost of copy-editing, designing, and manufacturing them;

(3) Cost of promotion, warehousing, invoicing, and accounting.

The first of these costs would be the responsibility of the university sponsoring the works.

The second group of costs would be charged back to the sponsoring institution also, according to the costs actually incurred in the preparation and manufacturing of books the institution had sponsored.

The third group of costs would be recovered from the sale of the books, being deducted as a commission on sales before the balance was credited to the sponsor. On the basis of present conditions, this commission would have to be no less than 40% of the net revenue received by the authority from the sale of the book, and might soon have to rise to 50%. (In some cases of very slow-moving or low-cost items a supplementary charge might have to be made to the sponsor for space or services.) Royalties to authors would also be deducted from proceeds of sales.

Thus the co-operative authority would largely pay for itself, but would need an advance for development at the outset to cover the cost of organizing and setting up the project. Warehouse and office space would be acquired only as needed to accommodate the publishing programs developed by the particpating universities. Low-cost loans from the universities concerned, or from the government development agency, should enable this co-operative to get started.

25. Cost items (1) and (2) would, as noted, require subsidization. It has been publicly stated by the President of the University of Toronto that his university has no funds by which it can assist scholarly publishing in Toronto beyond whose which the Press is able to earn from its own operations. Queen's University, on the other hand, is financing a university press jointly with McGill. So far as I am aware, University of Ottawa itself finances the Editions de l'Université d'Ottawa. From time to time other universities in Ontario seem to be able to sponsor individual publications. All receive grants for individual publications from the Canada Council and other sources. However, it is impossible to expect the universities to mount a sustained program of

publishing without some aid from government beyong their present formula grants. If money is to be made available for the publication of the fruits of scholarly research in Ontario it must come from funds that are designated for the purpose, whether the amounts earmarked for each university for this purpose are determined by total enrollment, graduate student enrollment, research grants, or in some other way. Past experience does not show that adequate provision will be made for scholarly publishing by the universities out of integrated grants, and present conditions and future prospects make the prospect seem even more unlikely. The situation is not dissimilar to that which has obtained for school books in Ontario since the integration of the per pupil textbook grants with the general per capita grants three years ago.

26. The following estimates of cost are based on the current experience of University of Toronto Press. The Press has recently budgeted an average loss of just under $8,000 for each subsidized scholarly work so far accepted for publication during this year and the two following years. This loss is composed as follows:

$4500 for title subsidy (the estimated net loss on the book at the time when any remaining stock is fully depreciated, i.e., the difference between total costs of production and the net proceeds of sales received by the sponsor).

$3000 per book published for unallocated editorial costs (the cost of selecting the manuscripts to be published, which covers not only reading of MSS but correspondence, conferences with authors, procurement of grants, etc.). It should be noted that <u>each book published does not itself cost this amount</u> but must

bear a portion of the cost for books rejected after consideration, as well as all other editorial overheads such as attending meetings of learned societies, etc.

$500 in reader's fees per book published (fees paid to experts to evaluate specialized manuscripts). Once again each book must bear the considerable cost of readers for manuscripts that are rejected outright or, despite encouragement, are never revised to publication standards.

Thus, at least 50 scholarly works could be published annually for $400,000 per year, with 9 or 10 Ontario universities sharing in the program. Proceeds from sales would gradually accrue, but rising costs and increasing demands may be expected to maintain the need for subsidy at about the same level.

27. Needless to say, in the first year only a limited number of books would be published under this program, because manuscripts ready for publication would not necessarily be on hand at institutions which have not hitherto had a regular program. It very often takes three years for a scholarly work to be revised by the author, edited, and produced, and therefore a three-year budget is the most practicable to operate. Thus it would probably be three years or longer before institutions beginning a publishing program could utilize fully a year's grant of the size proposed, and the initial grants could be adjusted downwards accordingly.

It is very important to note, however, that any institution which is actively seeking out manuscripts will find others which do not require subsidy, or for which adequate support is available from other sources. If the publications

program is managed shrewdly, it can be considerably enlarged without requiring additional subsidy. If each scholarly publisher issued only one title without subsidy for each title he subsidized, a total of 100 scholarly works per year would be added to the output of Canadian scholarship in Canada. From calculations made from data furnished by Canadian Books in Print, it appears that approximately 900 new Canadian books were issued in 1970, which figure includes government publications produced for general sale. The addition of 100 new Canadian titles each year would thus be a very significant contribution.

SUMMARY OF RECOMMENDATIONS

28. In summary, this brief recommends:

(1) That a co-operative authority, under the suggested title of "The Universities of Ontario Press," be established to provide basic publishing services to universities and other institutions for higher education in this province on a basis of voluntary participation;

(2) That the Government of the Province of Ontario provide grants to universities and other institutions for higher education in this province specifically designated for subsidization of scholarly publishing.

Appendixes and Attachments

1. "The University as Publisher" by Marsh Jeanneret. From The University as Publisher.

2. "The Printing of Mathematics" by Roy Gurney. From The University as Publisher.

3. "Scholarly Publishing at Toronto" by Marsh Jeanneret. Press Notes, March 1964.

4. "The Subsidizing of Scholarly Books" by Eleanor Harman. Press Notes, January 1962.

5. Hawes: To Advance Knowledge.

6. Association of American University Publishers Directory, 1970-71.

7. "Pressing Sales Abroad" by H.S. Marshall. Press Notes, March-April 1970.

8. "Opening Channels by Design" by Ian Montagnes. Press Notes, May-July 1970.

9. Scholarly Publishing, Vol. 1, No. 1.

10. University of Toronto Press Complete Catalogue.

11. University of Toronto Press Fall & Winter and Spring & Summer catalogues 1970-71.

12. Most recent booklet on C.U.P.s.

13. "The university press as a co-operative enterprise" by Victor Reynolds (Scholarly Publishing, Vol. II, No. 2.)

OFFICE OF THE
ESIDENT AND VICE-CHANCELLOR

THE UNIVERSITY OF WESTERN ONTARIO
LONDON, CANADA

APR 20 1971

15 April 1971.

Royal Commission on Book Publishing,
Suite S-750,
252 Bloor Street, West,
Toronto 181, Ontario.

Mr. Chairman and Members of the Commission:

My attention has been drawn to the brief submitted to you by Miss Eleanor Harman advocating the creation of a Universities of Ontario Press. There has not been an opportunity for formal consideration of Miss Harman's proposal at this University, but after consultation with some interested faculty members, I am prepared to give it my strong personal endorsation.

The importance of scholarly publication in the overall functioning of universities and the role that this University might play through creation of a university press are questions that have been carefully studied here by university-wide committees on two separate occasions in the past five or six years. Both committees recommended the founding of a University of Western Ontario Press. Their recommendations were, however, rejected by the Senate and the Board of Governors because of the high capital costs likely to be involved. Acceptance of Miss Harman's proposal that certain services be provided all interested Ontario universities through a Universities of Ontario Press would overcome this obstacle and might well result in active participation by the University of Western Ontario in this development.

Generally, it seems clear to me that Miss Harman's brief points the way to the most economical and efficient method - indeed, a very cheap method - of facilitating an increase in scholarly publication in Ontario commensurate with the increasing teaching and research taking place in its universities.

Yours truly,

D. C. Williams
President

CARLETON UNIVERSITY

OTTAWA 1, CANADA

K1S 5B6

OFFICE OF THE PRESIDENT
AND VICE-CHANCELLOR

May 3, 1971

MAY 6 1971

Richard Rohmer, Esq., Q.C.
Chairman
Royal Commission on Book Publishing
Suite S-750
252 Bloor Street West
Toronto 181, Canada

Dear Mr. Rohmer

I am writing to express warm support for the brief presented to your Commission by Miss Eleanor Harman, Associate Director of the University of Toronto Press.

I believe a co-operative arrangement among universities along the lines suggested by Miss Harman would help to promote and rationalize the publication of scholarly work in the Province. In addition, I warmly endorse her plea for some specific government support for such an undertaking. I believe relatively modest support would be justified many times over by the increase and improvement in Canadian scholarly publication.

Yours sincerely

A. D. Dunton
President

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

OXFORD UNIVERSITY PRESS
CANADIAN BRANCH

JUNE 1, 1971

RÉSUMÉ

Section 1, Introduction (p.2), briefly describes the Oxford University Press.

Section 2, The Present Climate (p.5), describes the situation in which publishers now find themselves, and makes some observations on the Interim Report of the Commission.

Section 3, The Publishing of Canadian Books (p.8), recounts some of the obstacles encountered in this activity, and touches on the relationship between it and ownership.

Section 4, Publishing by Importation (p.20), explains the distribution of imported books with special emphasis on the British book, its price in Canada, and the effects of 'circumvending'.

Section 5, Recommendations (p.26), extracts from the foregoing and summarizes the main recommendations made in the course of the brief.

1. INTRODUCTION[1]

The Oxford University Press is a department of the University of Oxford, administered by a board of Delegates responsible to the University. The Secretary to the Delegates is the chief executive officer of the Press. It has no shareholders; all profits are used for the expansion of its varied world-wide publishing activities and especially for the continuation of its original and still central function, the publication of scholarly books under the auspices of the University.

The Press claims 1478 as the year of its birth, since that was when the earliest known book was printed in Oxford. (It also marks our first typographical error, for the date printed in the book is m.cccc.lxviii, or 1468.) But it was in the seventeenth century, under such patrons as Archbishop Laud, Dr Fell (the unlovable one), and Archbishop Sheldon that the Press we know today took shape. And early in the eighteenth century the publication of Clarendon's History of the Rebellion brought financial success, a new building, and the imprint 'Oxford at the Clarendon Press', which is now the hallmark of learned works issued by the editorial offices in Oxford and specifically approved by the Delegates.

From 1863 to 1880, the actual distribution of Oxford books was done by the Macmillan Company, though Oxford Bibles were distributed from the Press's own warehouse in London. The manager of this warehouse, Henry

1 This section is adapted from the introduction to a handsome illustrated catalogue entitled Oxford in Canada which we issued for a few years. It is perhaps relevant to the subject of the present inquiry that in recent years we have been unable to fit this catalogue into our budget.

Frowde, then took over the distribution of all Oxford books, and was given the title of Publisher to the University. Thus began the London Business of the Press, itself issuing general books under its own imprint under the successive Publishers -- Frowde, Sir Humphrey Milford (1913-45), Geoffrey Cumberlege (1945-56), and now John Brown.

Just as the London office grew out of Oxford, so the overseas offices grew out of London, until today the list reads like a select gazetteer of the publishing centres of the world outside Europe and Latin America: New York, Toronto, Melbourne, Wellington, Bombay, Calcutta, Madras, Karachi, Lahore, Dacca, Cape Town, Johannesburg, Salisbury, Ibadan, Accra, Nairobi, Lusaka, Dar es Salaam, Addis Ababa, Kuala Lumpur, Singapore, Hong Kong, Tokyo. Each office, set up in the first instance to distribute the books of the parent house, as it matures becomes a leading publishing-house in its own country, originating its own books to enrich the Oxford list with the indigenous writings of the entire English-speaking world and of many of the emerging nations of Africa and Asia.

The Canadian Branch was founded in 1904, at 25 Richmond Street West, Toronto. S.B. Gundy was the first manager, and his successors have been W.H. Clarke (1936-49), C.C. Johnson (1949-63), and I.M. Owen. After its first quarter-century, in 1929, the Branch moved to 480 University Avenue, where it remained for 34 years before joining the general exodus of Toronto publishers to the suburbs.

As a Canadian publishing-house that is part of a world-wide organization, the Oxford University Press Canadian Branch has two complementary functions: to make available to Canadian readers the Oxford list in all its immense variety, and to develop the Canadian part of that list. To that end it publishes under its own imprint books of general interest by Canadians, Canadian children's books, and textbooks specifically designed for Canadian use; and it also seeks to arrange for the publication by its offices abroad of scholarly works by Canadians in international disciplines. All books in the Oxford list that are by Canadians, or about Canada, or for some other reason of special interest to Canadians, whether their imprints show that they originated in Toronto, Oxford, London, New York, or elsewhere, are regarded by us as the Canadian list of the Oxford University Press, which is our special responsibility.

2. THE PRESENT CLIMATE

Anyone who has been in Canadian publishing for the last quarter-century was accustomed until a year or two ago to reliable annual increases in volume of sales. Though we always grumbled about the difficulties of our market and were aware of serious weaknesses in the structure of our trade, the natural steady expansion, keeping pace with or just ahead of the continuing increase in our costs, plastered over the cracks and gave us a delusion of security. It took an economic downturn, accompanied by continued inflation of costs, to make the difficulties and the weaknesses more than talking points.

Things are tough all over, as we know; but publishing has been hit harder by current conditions because of two facts: (1) that a very large proportion of our ultimate customers are public institutions that are now in a budget-cutting mood; (2) that the unfavourable economic conditions are by sheer chance accompanied by the change in educational practice that has now been described to the Commission often enough -- the trend away from the mass purchase of core textbooks and towards smaller purchases of a wider range of titles.

This change in the climate in which publishers work is the real reason that brings us together on this occasion. Without it, we would not have had the sale or threatened sale of respected Canadian houses, we would not have had the frenzied public discussion of last

fall, and we would not have had a Royal Commission. The winds of this new climate have blown away the topsoil and exposed the ramshackle structure of a book-trade in which books find their way to readers through a bewildering maze of channels instead of through an orderly system of retail distribution; where a publisher's exclusive rights in most of his list are in practice not exclusive but subject to regular and (more or less) legal piracy by dealers outside the country; and where publishers perennially and acutely short of working capital labour to produce for a population of fourteen million original books comparable in physical quality and in price with those produced for a population of two hundred million. This last activity is clearly absurd -- as was the building of a transcontinental railway across thousands of miles of howling wilderness. Both activities, however, are necessary to the building of this particular nation; and both, being economic absurdities, require some form of backing from society organized in its governing institutions.

This last point brings us to the Interim Report of the Royal Commission. We applaud and share its motives, since we too have every wish to see the house of McClelland and Stewart continue its special contribution to the Canadian scene. At the same time, and with great respect, we find the terms of your recommendation and the government's ready acceptance of it surprisingly hasty. If the recommendation had been in general terms, that funds should be made available to provide long-term low-interest loans to publishing houses that found themselves

in certain defined difficulties, we would concur wholeheartedly. And that in fact is the first recommendation of the present brief. But to name a particular house, and to attach the peculiar string of government-appointed directors, we find of dubious merit. Either this is a precedent or it is not. If it is not a precedent, it seems to us most unfair to perhaps equally deserving firms with fewer resources at their disposal. (We think, for instance, of the fact that the House of Anansi has had to curtail its publishing program drastically.) If it is a precedent, we are unhappy at the prospect that there might soon be half a dozen firms with government-appointed directors. We hold no brief against government publishing as such. We do hold a brief for diversity and independence in publishing. This policy seems to us to threaten the independence of publishers even more, and more immediately, than the prospect of more purchases by US interests.

3. THE PUBLISHING OF CANADIAN BOOKS

The publication of works intended primarily for the Canadian market has for over half a century been an essential part of the responsibility of the Canadian Branch of the Oxford University Press. While this part of our publishing has not perhaps been on a very large scale, and has not on the whole been outstandingly profitable, it has been sufficient to establish for Oxford in Canada a definite and widely recognized character as a Canadian publisher known for high editorial standards, distinction of design, and a special identification with Canadian poetry, history, geography, and children's books. From the experience thus gleaned, we offer you the following observations on the publishing of Canadian books.

The business of realizing, publishing, and selling Canadian books is beset by such a jumble of inadequacies, misunderstandings, contradictions, ineptitudes, hypocrisy, and indifference, it is little wonder that so much Canadian publishing is swamped by the American product. The relative strength and aggressiveness of American publishers are not the only explanation of this.

Some publishers look back longingly to the days when prescriptions by departments of education ensured large sales of a few textbooks over many years. The restrictive system of text adoption -- so profitable

to those publishers who learned the formula for satisfying special requirements, and highly satisfactory to administrators and teachers in a day when the decisions of higher authorities were not questioned and it was both convenient and reassuring to have a rigid curriculum -- were probably unhealthy for education and are not to be regretted. Another good change is the move away from the old-style textbook that gave a potted, and in varying degrees, ununrewarding and a boring, treatment of its subject. However, the choice of books for classroom use is now becoming increasingly wide open. When everybody has his own conception of the ideal text and can even set about answering his particular need by xeroxing pages from other books; when it seems that a feeling of uncertainty and indecision pervades the top levels of education where textbooks are concerned -- the publisher is hard put to it to invest the expensive outlay of time, skill, and capital required to bring a book to completion, for a market that is fragmented both provincially and regionally and that, except for a very few books of universal application, is not likely to be a large or a very lasting one. There is a lot of competition, most of it from non-Canadian texts. And the new freedom has encouraged a wide range of ideas in textbook requirements. Almost any teacher you meet has a suggestion for a variation on the standard approach to a subject, for another anthology or a book of readings. If you're lucky your new book may catch on -- for a year or two -- or it may not. This new freedom is exciting in a sense; it is also impractical for the development of sound school books.

Publishers of schoolbooks want to produce good books that will be used. Departments of education also want good books. There are teachers who have the knowledge and desire to write them. A teacher's experience with students is considered invaluable in producing a text that will be effective and useful; if he lacks skill in writing, as he so often does, the publisher will usually make up the deficiencies by providing all the guidance and assistance at his command. There is a three-way interdependence, then, that is contradicted by certain aspects of the relation between the educational authority and the other two participants. One author -- an experienced and successful teacher who was looking for a school after doing post-graduate work -- was refused a teaching position with the Toronto Board because he was working on a second book. 'We can't have you using our students as guinea pigs,' was the comment, as though the two occupations, writing textbooks and teaching, were mutually exclusive. The publisher's role in education is ambiguous. In one sense he is an outsider -- treated noncommittally and evasively by educators because his is a commercial enterprise that a bureaucracy dare not communicate with too freely. On the other hand he is shaping, sometimes writing, or otherwise influencing significantly the actual material that will be taught in the classroom, with little guidance from educators themselves and virtually no feedback when the published book is assessed. We Canadians are notably inarticulate where the written word is concerned. Ironically this fact of life is demonstrated most tellingly by many teacher-writers (in both schools and universities): they often produced unfocussed, pedestrian treatments of their subjects that somehow have

to be turned into what we consider a publishable text -- one that is lucid, interesting, and well organized, and does full justice to its subject. It is not uncommon for the editor to conceive the idea for the book in the first place, to find the author, coach and encourage him as he works, make basic changes in the organization of the typescript submitted, supervise the research for new material or provide this himself, and in the course of this work rewrite or otherwise change every paragraph. The writer-teacher, besides having difficulties in expressing himself, is harassed by his work load at school, is tired, has limited time. The process of bringing his book to the production stage usually takes much longer than its extent would seem to require; and the time, though it is not reflected directly in the price of the book, is part of the publisher's overhead.

One area of publishing that a few publishers doggedly persevere in, even though the returns are low or non-existent, is that of children's books. Everyone -- public librarians, school librarians, teachers, parents -- agrees that Canadian children's books are desirable, that there are not nearly enough of them. One reason for this dearth is the lack of writers of imagination, originality, and literary skill who are interested in writing for children. Judging from the number of submissions received, many people are eager to try their hand at writing a children's book, but it is only very occasionally that one sees an unsolicited manuscript that has any originality or literary value, and almost all disqualify themselves when one considers objectively

whether an edition of three thousand copies, say, would ever be disposed of. Another reason is that the market is small, despite the potential suggested by all school and public libraries in the country and the frequently stated desire for Canadian children's books. Still, some good books are found and they do get published. (Sometimes they are partly created in the publisher's office; or they are the heavily revised version of a typescript that was originally an unrealized promise of a book.)

All librarians complain of the lack of Canadian picturebooks in full colour -- the kind of book that is taken for granted in other countries but that is unusual in Canada. To help satisfy this need we published two in 1969 -- Indian legends, brilliantly illustrated, well received by everyone -- whose publishing history gives some idea of the discouragement in pursuing this kind of publishing. They were illustrated by the same artist and printed together in four colours on two sides of one sheet. The plant costs -- four colour separations, film, and plates -- were very high. We printed 15,000 of each and sold 5000 at cost plus ten per cent to an American publisher; the price was too great for the English publisher that was interested in them. (Some Canadian libraries bought the American edition, printed with our run but bound in the US; and the Canadiana 1970 catalogue, issued by the National Library, lists the American publisher of both books, not the original Canadian one.) We have sold in Canada since publication (a period of eighteen months)

4000 of one and 2800 of the other -- at $3.95 a copy. These sales are impressive when they are compared with sales of imported books; nevertheless we have in stock a four- and seven-year supply of bound books and sheets; and the highly expensive plant costs were spread over 20,000 copies, which means that, even if we sell all the stock now in print, we will still not have realized a profit. So, though these books have been welcomed and everyone seems to agree that they were worthwhile additions to the small body of Canadian children's books, from a business point of view they were not worth doing.

The colour printing of these books by York Litho Limited is excellent and up to the best European standards. The glorious picture books published by certain English houses (notably our own colleagues in London) are achieved by printing on the continent in co-edition with publishers in various other languages, thus allowing very long runs with only the black plate printed individually for each language. When we offered translation rights in our two Indian picturebooks to European publishers during the Frankfurt Book Fair, they all bleakly explained that Canadian costs even for long runs would be out of the question for them, and that if they took the books they would have to ask for reproduction materials and print in Europe. So ended our brief hope of bringing a promising Canadian colour printer into international competition.

A full-colour picturebook published in the fall of 1970 tells a similar story. Though edition quantities were sold to publishers

in both London and New York, at cost plus ten per cent, and 1800 have been sold in Canada in seven months, we may have a four-year-supply of bound books on hand and even more sheets. It is a book of strong educational interest and yet the sales suggest that a very small proportion of school libraries have bought it. (Incidentally, because this was in a large 32-page picturebook format, which a Canadian binder could not machine-bind, it was found to be more economical to have the book produced in Italy -- a fact that shows signs of hindering educational sales.) This book, by the way, has just been chosen by the Canadian Association of Children's Librarians as the best book in English published in 1970.

We now have in production a 208-page historical novel for children -- another kind of Canadian book we are told there is much need for -- and it presents yet one more facet of the story. A sale is now being negotiated with an American publisher who must pay a price at least 14¢ lower than our unit production cost if he is to have an American list price of $5.50. (It appears that book production costs are higher in the area of Toronto than in that of New York City.) We hope that a Canada Council grant will make it possible to achieve this sale -- that is, to lower our cost figure -- because we want to obtain American publication for our Canadian authors and at the same time increase our print run, which for the Canadian market alone would have to be only 3000 copies (with a resulting list price of $8.75). However, the American sale will be more or less at cost. As for Canadian sales, we will count ourselves fortunate if we sell 1500 copies

between September and 31 March -- not a figure to justify the more than two years' work that will have gone into the writing, editing, and production of this book. Forever optimistic, however, we are putting our faith in a lasting library sale in Canada and the peripheral benefits of having made available a worthwhile children's book.

The Canadian child is overwhelmingly offered American books to read above Canadian (and English) ones. The lack of selectivity and the preponderance of mediocre American titles in some school-library lists suggests that their compilers have not objected to becoming a dumping-ground for cartons-full of American books and have allowed their lists to reflect an uncritical and passive attitude to them. We have seen some lists in which it is hard to find a Canadian book; certainly the Canadian listings are seldom representative, even though the number of available Canadian books is not large.

School libraries are vitally important to this area of publishing because they are the greatest potential buyers of Canadian children's books. (Public libraries strongly back this publishing, though their support alone will not carry it; and most new children's books are too expensive to sell in volume in bookstores.) The development of school libraries over the past few years, and the efforts made to begin to train librarians, have been heartening; but large budgets and increasingly satisfactory facilities are offset by unskilled librarians, inadequate information on books published, inadequate ordering procedures

and techniques. The school-library market is therefore a surprisingly small one at present where all children's books are concerned. This is painfully felt in the sales of Canadian books, for which the publisher has to risk printing a much larger first run than the market would seem to bear just to keep his unit cost, and therefore the list price, at a competitive level.

The publishing of general books -- what we call trade books that are distributed to bookstores and libraries -- is in trouble everywhere. In London and New York it is now financed mostly by the sale of subsidiary rights: paperback, film, and other rights are sometimes sold even before publication, so that low sales of a high-priced trade edition do not matter because they become an insignificant part of the total picture. In Canada most trade books, by their lack of mass appeal, do not benefit from this kind of income: the possibilities of subsidiary rights are not great, nor are those transactions that do come the publisher's way likely to be profitable on the whole.

Because of high production costs, an ordinary book of prose, with no out-of-the-way production requirements, still costs so much to typeset, print, and bind that a low run in the region of 2000 copies, which formerly might have been undertaken for some books of obvious merit but limited appeal, is no longer feasible: without some kind of subsidy in aid of production the list price of the book would be much too high.

Here is the publishing history of one such title -- a light, entertaining memoir of considerable literary value and of interest on several levels. The length was 256 pages; the typesetting cost $1590. If 2500 copies had been printed (the quantity that the passage of twelve months has proved to be right for the Canadian trade market), the list price would have had to be $10.50. It was decided, however, to print 5000; and, in order to price the book at $6.50 -- which was considered desirable by the sales department -- to spread the total plant costs of slightly under $2500 over 10,000, to make a unit plant cost of 24.3¢. The printing and binding came to $1.00 a copy. 1500 copies were sold to an American publisher at a 65% discount; 1500 to a book club at running cost (paper, printing, binding) plus ten per cent; 257 copies were given away for review and promotion; and a year's sales in Canada were 1877. Thus, though our stock is low -- around 400 -- and the attention and reviews the book received here and in the US were highly laudatory, the publisher is in a serious loss position that will never improve itself much -- since domestic sales do not indicate a reprint -- unless paperback rights are sold.

The question arises: why was the book published? The answer is simple. It is a very good book and it was unthinkable that it should go unpublished. In spite of all difficulties, most Canadian publishers feel that trade publishing cannot be limited to those few books that have the earmarks of becoming great popular successes. We must let other kinds of publishing support the necessary but usually unprofitable trade publications -- or have virtually no Canadian general books at all.

A word about the fact of being a Canadian publishing-house under foreign ownership. Last fall the daily press, some politicians, and even some publishers were arguing from the premise that ownership abroad meant editorial control from abroad. Our own record should speak for itself, but it is perhaps necessary to say that our editorial decisions -- good and bad -- are independent and unquestioned.

We don't mean to treat the question of ownership in Canadian publishing lightly, however. We would regret it as much as anyone if Canadian ownership disappeared, and would be pleased if it increased. But a great deal of the concern expressed in the public discussion that began last fall was so misplaced as to constitute a worrying danger to the Canadian book, because it missed the real point. The real point is the Canadian book, not the Canadian capitalist. And the Canadian book does need protection. The only occasion we can think of when a foreign owner might interfere with the editorial policy of a Canadian subsidiary would be if the publication of Canadian books became a heavy drain on profits and hence on working capital; it is conceivable that in this even the activity might simply be stopped. The way to avoid this is to make sure that Canadian books are at no disadvantage, and this is within the power of governments. We call for a return to the policy formerly embodied in Ontario's Circular 14, where more than one book had to be approved for each course and grade, but they had to be Canadian books if Canadian books were available.

We also urge that these approvals should be made effective by earmarking a proportion of the provincial grants to schoolboards

specifically for the purchase of these books -- and at a higher rate than formerly obtained. And we ask the Commission to examine carefully the possibility of a policy of subsidizing book manufacturers -- not publishers -- so that on any book of Canadian authorship they can quote the publisher prices comparable to the costs of books produced for a larger market. Not only would this make it possible to produce books for the Canadian market without economic absurdity, it would also make it far easier to sell editions to publishers abroad and provide a serious export market.

4. PUBLISHING BY IMPORTATION

Imported books provide from three-fifths to two-thirds of our annual sales in dollars, and most of these books come from the United Kingdom or the United States. This section will concentrate on our experience in selling the British book, since we may be regarded as having a special concern and a special expertise in this field. In passing, though, we may mention that we constitute more than half the total export market for the books of OUP New York; and that we also represent as agent Henry Z. Walck of New York, a publisher of children's books who takes edition quantities of nearly all our own children's books.

But our prime function as an importing publisher is to stock, publicize, and sell the vast lists of our two publishing units in England, the Clarendon Press (Oxford) and Ely House (London). In this capacity we are a fairly representative example of the agent publisher of British books; the fact that we are owned by the publisher we represent makes no difference that we are aware of to the conduct of our business -- except that, as long as we exist at all, we have no fear that this particular agency might be taken away from us.

In addition, we have recently become agents for two other London houses, Thames & Hudson and Faber & Faber. We had for some years resisted any temptation to take on new lists, feeling that

our existing list was quite long and complex enough for a relatively small organization to handle, and that we wanted to devote all our spare energy to the development of the Canadian part of our list. However, in the circumstances of the last year and a half, it was apparent that we were unlikely to be able to keep sales increasing to keep pace with the rise in overheads. Therefore we took the opportunities that arose to represent these two houses, whose lists supplement and complement the Oxford list in a number of useful ways. The fact that we did this illustrates one kind of impact that current conditions can have on Canadian publishing. Not that we are downgrading in any way our activity in Canadian books. But the fact remains that in the past year we have increased the number of our salesmen, not the number of our editors.

We will not weary the Commissioners with a repetition of accounts already given them of the conditions attending the publication of the imported book in Canada -- the small quantities per title, the thinly spread population, and so on. We shall assume as background the description given in the CBPC brief. We chiefly want to underline the problem of purchases, especially by libraries, outside the country. Confining ourselves to the British book in particular, we draw attention to the major British booksellers who make a specialty of what has been felicitously called 'circumvending'. The Canadian agent -- we prefer to say the Canadian publisher -- of a British book stocks it, catalogues it, sends travellers across the country to promote it, advertises it

in the appropriate media -- and the British bookseller, mailing to Canada the overrun of his catalogue, investing nothing in the country and contributing nothing to its life, makes the sale -- to many university libraries, some public libraries, and uncounted individuals, chiefly academics.

It may be said -- and in its recent report on copyright the Economic Council of Canada made a large point of it -- that British books are priced in Canada well above the UK price, and that it is the responsibility of those who spend public funds to buy in the cheapest market. This argument loses most of its force when it is recalled that the markup is on the list price, which is not paid by libraries that buy in Canada. If they buy from us they get a discount of 33 1/3%. Canadian jobbers, to whom we sell at 46% off, give them larger discounts, we believe from 35% up. This puts the libraries' buying price at or below the UK list price which they would be charged by the British bookseller, since our average equivalent price is $3.60 to the pound. On the most expensive books it is $3.40. (All this refers to long-discount books -- short-discount books have correspondingly lower list prices, and the cost to the library at a 20% discount is even less. The most expensive of these books are priced at $2.50 to the pound, so that the library buys them for $2.00.)

But why, we are often asked, should there be any markup? The question is reasonable, but so (unfortunately) is the answer. A large and thinly populated country inevitably involves higher

distribution overheads than a more compact country. The chief and most obvious of these distribution overheads is the bookseller's required margin. The English bookseller buys the book at a top discount of 35%. That is, on a book priced at £2 his margin is 70p, or the equivalent of about $1.75 Canadian. On the same book, priced at $7.25 in Canada, the bookseller's smallest discount is 40%, or $2.90. That is, out of a markup of about $2.25 the higher trade discount accounts for $1.15 -- just over half. And it is a fact that booksellers will not stock books at less than 40% discount. We accept readily their testimony that they cannot operate on a lower margin.

The British publisher sells to us at an 'export' discount which incorporates a very small margin and a reduced royalty to the author. But our price must include provision for our overheads, which are inevitably higher in ratio to sales than those incurred in the United Kingdom. Salaries here are higher. Travelling is more expensive and far less productive in sales per mile. The printing of catalogues costs more. And advertising space in a Canadian metropolitan daily is more expensive than in a 'national' paper covering the whole of Britain.

All this is inevitable. But there is one element in our higher overheads which could be partially removed by government action. This brings us back to the point at which we started this part of the discussion: the purchases abroad by libraries of books to which

a publisher in Canada holds the market rights. The effect of this is not measurable. But let us make two arbitrary hypotheses. Supposing that the overheads incurred in the work of promoting and distributing British books could reasonably be expected to be 35% of the sales volume that this work ought to generate, and supposing that 30% of the Canadian purchases of these books were actually made outside the country, then we would be generating only 70% of the sales we have worked for and our overheads would then be 50% of sales. That is why we recommend that Ontario and other provincial governments require all university, public, and school libraries to buy only from the Canadian publisher or from dealers who undertake to buy from the Canadian publisher all books on which that publisher holds the market rights.

We recognize, of course, that not only price but efficiency of service enters into the consideration of libraries. The Canadian publisher has an unenviable record in this regard, and must seek all possible ways to improve his performance. If his market were secured to him, he would have more ample means to do this. But this is not the whole answer. Many university libraries, in particular, feel the need of a reliable and expert single source of supply; and Canada has failed to develop a single dealer who meets these criteria. This problem should be examined carefully. Existing dealers, such as the Co-operative Book Centre, should be asked to consider the possibility of setting up a sophisticated service for university libraries. Failing that, the universities themselves might consider setting up

a consortium to run such an agency themselves, as the community colleges of Ontario have done.

5. RECOMMENDATIONS

For the convenience of the Commissioners, we list here the recommendations already made in the foregoing.

1. That funds be made available to provide long-term low-interest loans to publishers of Canadian books, without provisions that would imply any measure of editorial control.

2. That the Ontario department of education should return to the former policy of preference for Canadian books listed in Circular 14, and that a higher proportion than formerly of the provincial grants to boards of education should be earmarked for the purchase of these books.

3. That the Commission consider carefully the possibility of a policy of subsidizing book manufacturers so that on any book of Canadian authorship they can quote the publisher prices comparable to the costs of books produced for a larger market.

4. That Ontario and other provincial governments require all university, public, and school libraries to buy only from the Canadian publisher or from dealers who undertake to buy from the Canadian publisher all books on which that publisher holds the market rights.

The Board of Education for the City of Toronto came before the Commission in order to speak to questions raised on page nine of the brief presented by the Canadian Book Manufacturers Institute.

ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING

BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

JUNE 2, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

PROFESSOR J. TERASMAE

JUNE 2, 1971

BRIEF

Submitted to

The Royal Commission on Book Publishing

By J. Terasmae*
St. Catharines, Ontario

April 27, 1971

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* Professor of Geology and Chairman of the Department of Geological Sciences, Brock University.

Note This is a personal submission

Resume

This submission reviews the book publishing business as a multivariate system in which the writer, the critic, the publisher, and the reader are important components. The submission proposes that these components must be considered in the context of the whole system in order to fully understand the problems that may be related to any one of the components, such as the present crisis facing the publishers.

The basic prerequisite for improving the existing situation is that we, as Canadians, must be prepared to state clearly that we want Canadian literature published by Canadian publishers, and that we are willing to pay the price.

The reaction of the Canadian public to the current book publishing crisis indicates clearly that we do not want to see the foreign ownership to gain control of our publishing companies.

The submission recommends that-

1) In view of the urgent nature of the situation, the remedial action to be taken without delay must be to assure that the Canadian publisher can survive and compete on the Canadian as well as on the international scene.

2) A system of grants and awards to support the established and help develop the potential writers should be strengthened. The competitive nature of such support must be maintained to provide an incentive to achieve excellence.

3) The importance of the critic and reviewer in the book publishing business should be recognized.

4) The financial assistance to the publisher should not be given as a blanket insurance, but rather in the form of an award or a loan that will provide an incentive for improved achievement and a challenge to promote future excellence.

5) The present inquiry should consider the aspect of reader education as an integreal part of the whole problem, because the availability of good literature will have a beneficial impact on the readers.

6) Because of the existing interest in Canadian literature and Canada abroad, an attempt should be made to increase the sales volume of Canadian published literature by appropriate advertising and other means of promotion.

Preamble

The book publishing business in general should be defined as a multivariate system, comprising the following important components: the writer, the critic, the publisher, and the reader. This system cannot function properly if any of the components is missing, and the level of literary health of the system is determined by the weakest component. It is clear that the publisher cannot survive without the writer, and there is little value in having books that are not read. To devote an unproportionately great amount of attention to a single component of the above system and ignore the others is rather pointless and futile because the components are closely inter-related and the system must be considered as a whole for a meaningful analysis of problems that need to be resolved.

The author of this brief will restrict his comments primarily to some specific areas of the issue at hand, rather than attempt a comprehensive analysis of the very broad field of book publishing as a whole. He feels, however, that the discussion of a specific problem areas will be applicable and beneficial to analysis of the whole problem examined by the Royal Commission on Book Publishing.

A Need for Definitions

Before a problem can be dealt with effectively, it must be identified and defined - something akin to a medical diagnosis. Unless we know what is ailing the patient, the use of all known kinds of treatment on him (or the wrong kind of treatment) will clearly do more harm than good. The shotgun approach is simply not good enough. We must be specific.

The concern that led to the establishment of the Royal Commission

on Book Publishing arose from the fact that some Canadian book publishers were facing bankruptcy and there was a real danger of foreign ownership and control of the book publishing business in Canada. The public reacted strongly to this course of events and demanded that the situation be corrected by prompt action. We might profitably ask whether the reasons for this public reaction were emotional, political, economic, or literary. It seems that the prime reason for this furor was related to the search for Canadian identity and the awakening of our nationalistic feelings which were obviously hurt by what was about to happen to the book publishing business. If this is the correct analysis of the basic problem, then the remedial action required to alleviate the situation will be considerably more involved than simply injecting some money into the publishing industry at the moment. This would be like treating the symptoms of an illness without curing the basic cause of it.

Another problem that further complicates the issue at hand is the matter of language. As an example, one might safely say that Hungarian publishers would have little interest in publishing Roumanian books, or vice versa, simply because of language differences as well as different national interests. However, Canadian books, and particularly those published in English are compatible and in competition with those published in the United States and also in other English speaking countries. There is no language barrier in this case. The only factors, really, that set Canadian books apart from the rest are Canadian authorship and uniquely Canadian content. For the remainder we are in competition with the vastly larger book publishing industry south of the border. To a very great extent our problem at hand arises from this situation. In this

context we must give serious consideration to a related matter - the quality of Canadian books and literature in general. In my opinion the high quality of Canadian published literature has been clearly demonstrated in many cases, but the volume of it is understandably smaller than that of our competitors who have considerably greater resources available to them.

It is certainly possible to increase the sales volume of Canadian published literature by appropriate advertising in other countries because there is sufficient interest in Canadian literature and Canada abroad, and there is noticeably less confusion about Canadian identity outside of Canada than there is among ourselves.

The basic prerequisite for improving the existing situation is that we, as Canadians, must be prepared to state clearly that we want Canadian literature published by Canadian publishers, and that we are willing to pay the price. Being emotional about the issue is of little practical value unless we are committed to back up our emotions with action. There is no point in requesting that "they" should do something about it, because the "they" is really <u>us</u>. Assuming that we earnestly wish to correct the problem that is facing us at the moment, what would be the most appropriate and successful course of action to follow?

I am convinced that we must look critically at the writer-critic-publisher-reader multivariate system to find the answers. We must realize also, without being pessimistic, that the situation cannot be corrected immediately or even in a short time of a few years because the effects of any action taken now may not become fully apparent until

several years later. But unless we take action now, the effects will be never forthcoming.

In view of the urgent nature of the matter at hand, the remedial action to be taken without delay must be to assure that the Canadian publisher can survive and compete on the Canadian as well as on the international scene. Otherwise we will have to start right from the scratch again when we finally make up our minds that we want Canadian books published by Canadian publishers. In this respect the intent of the Ontario Government to provide financial assistance to certain book publishers is most commendable.

The Writer

Without the writer the rest of the system, as defined earlier, is completely irrelevant and consequently, cannot function. As in agriculture, where the farmer provides the basic food stuffs, all the marketing agencies will have nothing to market without the basic produce being provided to them. Of course, if there were no consumers the whole system would be equally irrelevant, but we will get back to this aspect later.

The immediate question to be asked is whether we have enough writers of recognized or potential calibre in Canada to compete in the given circumstances? In my perhaps somewhat biased opinion the answer is definitely affirmative. I am convinced that Canadian writers have the required excellence of talent to compete successfully in any particular field of endeavour. However, there are many ways in which we can help to develop this available talent to achieve a much greater recognition

on the competitive international scene, as well as in our Canadian context.

It has been suggested (Globe and Mail, April 17, 1971) that ".... courses to teach publishing as a career .... should be established at Canadian universities ....". This same suggestion might be made in respect to writing. However, in my opinion there is little evidence to indicate that our outstanding writers were helped to any significant extent by formal academic training. We are dealing in this case with natural talent that some people have and others don't. Trying to develop excellent writers 'artificially' by formal training will not guarantee success. Outstanding writers are strong individualists who cannot be massproduced. There is a sufficient variety of courses available now that a potential writer can choose and take if he or she wishes to do so. In scientific writing related to textbooks it is rather essential that the writer be expert in the particular area of science that he is writing about. In my opinion a good science writer is a very rare individual, indeed, who combines literary talent with scientific expertise.

Perhaps the most feasible way to support the established and help develop the potential writers is a system of grants and awards. The competitive nature of such support must be maintained to provide the necessary incentive to achieve excellence which will be recognized and rewarded. To provide financial support without the element of competition will simply breed mediocrity without the stimulus for excellence. Such a system of grants and awards must be available also to science writers, because the currently available research grants are not designed to cover the writing of textbooks.

It must be clearly understood that properly organized and adequate assistance to writers is the basic requirement for the development and maintaining of a viable source of literature of high quality. The next point to be considered is quality control.

The Critic

The critic, or reviewer in the publishing business acts as a filter - by screening out written material that does not meet acceptable quality standards. The job of the critic is extremely difficult, and important, because he must combine a high degree of fairness and open mind with mature judgement. Any bias on the part of the critic, except in respect to quality standards, can very easily become censorship which should not be the function of a critic.

In another direction, the critic provides a useful service to the publisher by helping with the selection of manuscripts that are submitted to the publisher. Obviously the publishers cannot publish all the manuscripts indiscriminately that are submitted to them by all the writers and hence, the screening action of the critic is both helpful and essential.

It is quite conceivable that financial assistance should be made available also to critics and reviewers who must have a considerable level of independence, which may be difficult to maintain if the critic is financed by the publisher.

A publisher acting as a critic is something less than satisfactory because he must consider the 'market value' of the book as well as its literary quality. For him to be objective in all respects may be rather difficult. Furthermore, the publisher is not likely to have the required

expertise in all subjects covered by the manuscripts submitted to him.

In my opinion the importance of the critic has not been given sufficient attention in the context of the current issue and I recommend that more consideration be given to this matter.

The Publisher

The publisher markets the literary product. He is influenced by consumer taste and demand on one hand, and by the volume and quality of the manuscripts produced by the writers on the other. He is in the position to accept and reject manuscripts for publication and influence the reader by appropriate promotional advertising. He must evaluate business profits against national convictions that he may have, or literary excellence that he may wish to achieve.

It may be significant that it appears to be the publisher who is experiencing especial difficulties in the present situation. The reasons for these difficulties are being explored, but they might well relate to the fact that the Canadian publishers are attempting to emphasize national aspects and excellence of Canadian literature in preference to simply publishing anything and everything that would turn an attractive profit. There is little doubt that this course of action will limit profits and cause financial difficulties. If the Canadian publisher is forced to sell out under the financial stress there is equally little doubt that the foreign owned publishing company will consider profits first and the Canadian content of the published product second. In the case of scientific textbooks which may be written by Canadian authors to suit and emphasize uniquely Canadian aspects of a particular scientific field,

the chances of having such a book published under foreign ownership of of our publishing companies would be remote, indeed, because of the probable market value of such a book cannot compete with a similar book written for a much larger group of users.

The reaction of the Canadian public to the current book publishing crisis seems to indicate clearly that we do not wish to see the foreign ownership gaining control of our publishing companies. Accepting this expressed feeling as a guideline for action, it is clear that financial assistance to Canadian publishers must be strongly recommended. As in the case of writers, this assistance should not be given as a blanket insurance, but rather as an award or a loan that will provide an incentive for improved achievement and a challenge to promote future excellence.

The Reader

The reader plays the part of the consumer in the current discussion on book publishing. As a consumer the reader has, or can have, a commanding influence on the whole system as described earlier (the writer-critic-publisher-reader multivariate system). If the readers prefer and want high quality Canadian literature, including science textbooks, then there is a need for such literature. In short, the reader can establish the quality requirements for published literature through his personal set of values. Obviously a well educated reader is not satisfied with comic books and, therefore, a direct relationship exists between the educational level of the readers and the quality of literature. The same is true about the

national content of published literature.

It is recommended that the present inquiry consider the aspect of reader education as an integral part of the whole book publishing business, because surely the availability of good literature will also have a beneficial impact on the readers.

As stated at the beginning of this submission, the literary health of the writer-critic-publisher-reader system will depend on the quality and strength of the individual components of it and the weakness in any single component will detrimentally affect the whole system. This inquiry into the current book publishing crisis in Canada should attempt to review the whole problem, and not only a single component of it, so that the final recommendations can have, as they should, a maximum beneficial effect on any remedial action that hopefully will result from these recommendations.

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BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN INSTITUTE OF
INTERNATIONAL AFFAIRS

JUNE 2, 1971

ROYAL COMMISSION ON BOOK PUBLISHING

A BRIEF FROM

CANADIAN INSTITUTE OF INTERNATIONAL AFFAIRS

INSTITUT CANADIEN DES AFFAIRES INTERNATIONALES

31 WELLESLEY STREET EAST
TORONTO

May 21, 1971

The Canadian Institute of International Affairs/Institut canadien des affaires internationales accepted the invitation of the Commission to present a brief in the belief that the experience of a non-profit, non-governmental organization which sponsors research and publication in international affairs with particular reference to Canadian foreign policy may be relevant to the problems under study. Although the CIIA serves it purpose of providing information on international affairs and promoting debate in various ways (speakers, meetings and branch programmes in all part of Canada, international conferences and seminars, maintenance of a specialized library, etc.), this brief will be concerned only with its interest in publication. The national programme is directed through the national office in Toronto, and office in Ottawa, and a secretariat in Quebec City for French-language programmes. During its forty odd years of existence the Institute has been responsible in one way or another for a major share of the books and articles on Canadian foreign policy.

The present programme of publication encompasses the following four periodicals:

Behind the Headlines (1940-) - a pamphlet series directed towards a general audience and designed to provide background information and analysis of current problems, widely used in Canadian high schools.

International Journal (1946-) - a quarterly that seeks to be a scholarly periodical devoted to analyses of international affairs yet of interest to the general public. It attracts authors from all over the world and has an international reputation. Its articles are in demand for reprinting for educational purposes, particularly in the United States.

International Canada (1962-) - a monthly which has developed from a mimeographed pamphlet to the present more permanent format and more extensive coverage. Intended as a factual account of Canadian activities in foreign relations with no editorial comment, provides a compilation of government statements, political discussion, committee testimony, and commitments to and participation in international programmes. The Institute established this periodical to fill a gap in documentation for businessmen, academics, and other citizens. It is used extensively for reference purposes in schools, libraries, embassies, and other institutions. It is designed to supplement the Canada in World Affairs volumes (biennial) and the Canadian Annual Review.

Etudes Internationales (1970-) - a scholarly quarterly designed not only for Canada but for the international francophone community. It provides a publishing outlet for the increasing number of French-speaking Canadians engaged in the study of international affairs but, like International Journal, it is intended not merely for Canadian writers and readers but also as a Canadian contribution to international scholarship.

For many years the CIIA has been engaged also both directly and indirectly in the publication of books on international affairs. The Canada in World Affairs series published in conjunction with Oxford University Press is intended to provide a continuing record of Canada's international relations. The traditional policy of the Institute has been to become a publisher only in default. It commissions and assists research and helps authors to find publishers, providing a subsidy when the book is unlikely to be commercially feasible. In recent years it has sought to fill a gap by publishing, on its own, books which for various reasons both commercial

and scholarly publishers would find difficult to undertake - for example, the long essay which is neither article nor book or longer studies which are topical and should be published quickly or sold at an unprofitable price.

Since its main objective is to inform Canadians about international affairs the audience for CIIA publications has inevitably been small, given the size of the Canadian population and the relatively small number of people in any state interested in foreign affairs. The publications are designed, however, for editors, teachers, and others who reach a wider public. With increasing attention to Canadian foreign policy in schools and in particular in universities the need for this unique supply of information has become greater.

As its programme of publication has the highest priority the Institute is anxious not to reduce these activities. The problems it faces are typical of the problems of all those now involved in publication. The cost of printing as well as the costs of research and editing have risen so rapidly that reduction will probably become necessary even though the income of the Institute has been rising satisfactorily. Institute funds come from members' fees, annual contributions from some 600 Canadian corporations, and endowment fund and, for special programmes, from foundations, notably in recent years from the Ford Foundation and the Donner Canadian Foundation. Without this assistance from the foundations and more recently from the Canada Council, Canada would be left with virtually no periodicals uniquely devoted to international affairs.

From this extensive experience in publishing and in encouraging

and promoting publication, as well as from the experience with a library of international affairs and in the accumulation of bibliographies, the following comments and suggestions are made:

1. Although there is a healthy supply of polemical books on Canadian foreign policy there is a notable dearth of seriously researched background and text books. The encouraging rise in the number of courses in Canadian foreign policy in universities is frustrated by the shortness of the reading lists. Sophisticated study of policy-making is difficult because of the lack of raw material - not only historical analyses but also memoirs and biographies. An abundance of material makes it much easier to teach American foreign policy.

2. The supply of authors is increasing. The number of high-quality graduate theses on Canadian foreign policy, not only in Canadian universities but also abroad, has risen. Many of these, suitably revised, are worthy of publication. The community of scholars in Canada in the field of international affairs has, according to evidence produced in two recent surveys by the CIIA, multiplied and the number of manuscripts (both articles and books) seeking publication has increased even more substantially in the past decade.

3. What is needed most in this situation is more publishers with more funds to take whatever risks there may be in producing studies of international affairs by Canadians or in particular studies of Canadian foreign policy which may not attract much interest outside the country. For this particular purpose the ownership of the publishing firm is irrelevant. What matters is the management and the editorial interest of persons, whether they are Canadian citizens or not, who recognize the importance of a healthy literature about Canadian foreign policy.

4. Private agencies such as the CIIA ought not to have to publish books

although they have, because of their extensive membership, natural advantages as publishers of periodicals. The increasing cost of publication will make all but the occasional publication of books by them unlikely. A major advantage of the commercial or scholarly publisher is that he has an established system of distribution and unlike private organizations has means of persuading book sellers to carry and display his products.

5. The role of such organizations as the CIIA is rather in the sponsoring and commissioning of the original research and, when necessary, the dispensing of subsidies to publishers. It is obvious of course that with rising costs not only of research and editing but also of administration, not to mention translation, private organizations will have to have larger grants from foundations and other agencies or look for still more assistance to private corporations.

6. Private organizations have tended to be wary of grants from governments, but if research and publication in, for example, the fields of Latin America and the Pacific as promised and encouraged in the recent white paper, Foreign Policy for Canadians, is to be realized, funds from government sources will be required. The history of the Canada Council provides reassurance to those who fear that government funds dispensed through a special agency would limit freedom of expression. Publication of studies of various aspects of national policy is as essential to the health of the country as any other form of education. Reliance must be placed on the integrity of national organizations.

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BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

MR. DENNIS LEE

JUNE 2, 1971

The question is asked repeatedly, whether or not we should have a regulatory body for Canadian publishing. If the answer is yes, what should it do?

Provided that its mandate is both tough and sensible, I believe we do need such a body. I propose here a formula for such a board's mandate. It aims at establishing general principles, not at defining details with precision. It may omit important areas of jurisdiction, since my background is in trade books.

General Principles

1. Book publishing has such importance to a nation's life that it would be proper to ensure by legislation that publishers in Canada behave responsibly. This could be done through the agency of a Publishing Board.

2. The decision as to what constitutes responsible publishing in Canada should be made by Canadians.

3. Every company in Canada which publishes or acts as agent for books should have a program which is in a meaningful sense Canadian. I believe this can be specified in a way that is not chauvinist and does not conflict with the free flow of books.

4. Legislation should be designed to ensure, (a) that books by Canadians are published and distributed in suitable quantity, and (b) that books originating in Canada and books originating abroad compete, economically, on roughly equal terms—regardless of the nationality of the Canadian publisher in each case.

5. In the case of foreign subsidiaries, these policies may occasionally conflict with the policies of their parent firms. This would not be to quarrel with those policies abroad, merely to insist that the Canadian situation is distinctive. Subsidiaries would have the choice of complying with Canadian regulations while in Canada, or leaving.

6. Legislation should not aim to stop American, English or French books at the border. However, it should try to improve the 'mix' of foreign books now entering the country.

7. Legislation should at no point aim at imposing qualitative standards or judgments as to acceptable content.

8. Legislation should be reviewed every three or four years and amended if desirable.

The Publishing Board would implement these principles by administering at least four major areas of jurisdiction.

1. A SURCHARGE ON IMPORTED BOOKS

The aim of this policy would be twofold: to equalize the economic prospect of domestically-printed editions and 'overspill' editions; and to channel some of the profits made on foreign books into strengthening Canadian books.

The Publishing Board would administer a Canadian Manufacturing Clause, which would apply to imported books regardless of the nationality of their publisher in Canada. An imported book would be defined as a book, any part of the production of which took place outside Canada.

The Clause would stipulate that if more than (say) 500 copies of an imported book entered or were printed in Canada, a surcharge of (say) 2% of the retail price would be paid by the agent or publisher. This would be calculated annually for each publisher in Canada on the sales value of his imported books.

Using the figures on page 1 of Ernst and Ernst, and assuming an average discount of 30%, this surcharge would produce revenue in the neighbourhood of $4 million per year.

This money would be used for the following purposes:
(a) to fund a loan bank for Canadian publishers (defining 'Canadian' in the terms adopted in the constitution of the Independent Publishers' Association).
(b) to support promotion and public criticism of books by Canadians
(c) to fund awards to Canadian writers
(d) to fund research on educational projects, to be made available equally to all publishers in the country.
(e) to assist with the repatriation of foreign-owned firms.

There would be two classes of exemptions, beyond the allowable maximum of 500 imported copies of a book:
(a) Books by Canadian authors would not be considered as imports. This would mean that co-publication with foreign firms was not discouraged.
(b) Books written and printed in countries other than Britain, France and the United States could be imported in any quantity without surcharge. This would encourage agents to diversify their lines, and to give more adequate representation to cultures other than those which now dominate our lives.

One interesting result of this clause would be on mass paperback books. Many are printed in Canada now, but from rubber mats imported from the United States. The clause would mean that publishers of these books would either pay the surcharge or start from the same point as indigenous publishers interested in the field. The effect would be the same on text publishers who now import typesetting or illustrations from the United States.

2. MAKING PUBLISHERS RESPONSIBLE

For a publisher to be responsible to the country in which he is selling books means to publish a good range of books by and about people in that country. There are shocking examples of Canadian publishers, both domestic and foreign-owned, who are in this sense irresponsible. I have the impression that such irresponsibility occurs even more frequently in trade publishing than in educational, where at least some regulations exist. Laws should be passed which oblige publishers to become responsible, and the Publishing Board should enforce them. This is a proposed set of laws.

1. All publishing houses with an office in Canada would be required to hold a licence issued by the Board. This licence would have a life of one year, renewable annually. No publisher or agent could operate in Canada without one. This licence would be issued automatically to all firms in the first year of the Board's existence.

2. To earn renewal of its licence, a firm would have to show that a given proportion of its gross income in the previous year had been devoted to the production of indigenous books. 'Indigenous', in this case, would mean wholly written by a Canadian citizen and printed in Canada.

3. Renewal of licences could under no circumstances be based on any other criteria.

4. Licences would be issued on one of two bases:
   (a) For companies with 80% or more of their gross coming from educational materials, renewal of their licence would depend on their investing at least 50% of their gross in Canadian educational materials, and at least 5% of their gross in Canadian trade books.
   (b) For all other companies, renewal of the licence would depend on their investing at least 55% of their gross in Canadian books, whether educational or trade.

5. If a company did not meet its quota in a given year, its licence could be renewed only upon payment of an amount equal to the difference between its obligatory investment in indigenous books and its actual investment.

6. Revenue from these payments would be used to fund [redacted] awards for Canadian authors.

7. Any company which failed to meet its quota for three years out of any successive five would lose its licence. If it were Canadian, it would have to close down or move elsewhere; if it were a

subsidiary, it would have to dismantle its Canadian office. Such a firm could not apply for a licence again for five years.

8. The quotas prescribed would be implemented in the third year of the Board's existence; there would be graduated stages in the two preceding years. Mass-paperback publishers might be given longer still to reach such high quotas (see #3 below).

(The use of gross revenue as the determinant is in some ways a clumsy one; it is really only a first approximation. Volume of sales cannot be realistically used; a publisher can hardly be told to stop shipping imported books if orders run above 45%. Nor can percentage of titles on the publisher's list; it costs far more to originate a book than to import it, and firms which now warehouse 20,000 imported titles—often in very small quantities, which means they are going out of their way to service minority readers—cannot be told to produce 21,000 Canadian titles.

(The general principle is that all publishers operating in Canada should have a publishing programme which is, in a meaningful sense, Canadian. The most realistic way to assess this is to ask how they spend that part of their revenue which goes directly into acquiring the books—the physical objects—which they sell. Rather than comparing proportions of gross, one might want to compare total expenditures on editing, producing (or reprinting) and promoting indigenous books with total expenditures on purchasing (or printing) and promoting imported books. The ratio should be at least 55:45. This would leave out of consideration such things as plant and maintenance, and shipping and invoicing.)

3. DISTRIBUTION OF MASS PAPERBACKS(AND MAGAZINES)

The Publishing Board should also be responsible for administering a policy that made mass distributors act in the interests of the Canadian public. In principle, a fixed quota of rack space (and of prime space) would have to be filled with books written by Canadians and printed in Canada. In addition, the Board should investigate whether any distributors are breaking Canadian law at any point, and press for enforcement of the law if they are.

Because there are complex issues involved here, I can only point to this as a crucial area for legislation.

4. ADMINISTRATION OF A LOAN FUND FOR CANADIAN PUBLISHERS

The Board should use the revenues from the surcharge on imported books to make loans, investments and grants to worthwhile Canadian publishers and to related ventures. If necessary, it should be able to supplement this fund with tax revenues.

Dennis Lee
18 May 1971

A Regulatory Body ... (supplement)

5. All book-clubs operating in Canada should also be licensed, and renewal of their licenses should depend on their having 50% Canadian content, by title.

6. FOREIGN JOBBERS AND BOOK-CLUBS

There would be a serious loophole in this legislation, if it were not extended to cover the activities of library jobbers and book-clubs in other countries, who sell direct to Canadians. The anomaly affects the goal tackled by section one, the surcharge on imported books. Such a surcharge could not be collected at year-end from firms based in other countries.

New import legislation would therefore have to be introduced, specifying that when more than 500 copies of a title had been shipped into the country, a tariff of 2% of the retail price would have to be paid on all further copies.

This might sound, initially, as if it would be unenforceable. I believe that the opposite is true, however. From Anansi's experience with American customs several years ago, when shipments of Allen Ginsberg's AIRPLANE DREAMS ran afoul of the American Manufacturing Clause, I can testify that it becomes vexatious beyond all belief to a publisher (or jobber, or book-club) if shipment after shipment is stopped, opened, and sometimes delayed because it may contain books which are entering the country illegally. Because of the static from customers, it soon becomes a matter of some urgency to comply with whatever regulations one is entangled with.

The end result, in many cases, would be that such enterprises would establish branches in Canada. Along with many others, a part of me would deplore this. However there is no escaping the fact that our economic/cultural dominatinn is not going to vanish, no matter how hard we wish it. In that case, it seems to me far better to have its agents operating in this country, where we can compel them to play by our rules.

The aim of this customs legislation would not be to censor or stop books at the border (though some books might get stopped till the surcharge had been paid). The aim would be the same as before: to ensure that if foreign books are entering in quantity and making a healthy profit for people abroad, that they make some contribution to the health of indigenous books along the way.

* * * * *

REMARKS

1. The level at which surcharge-free importation should cease is a nice question. It seems to me that one could follow one of three approaches: (a) use the American figure of 1500, perhaps dividing by 14 because of our relative anglophone populations.
(b) use, as a cut-off point, the volume at which it

would be a break-even proposition to publish the book from scratch in Canada.
(c) use, as a cut-off point, the volume at which importing a book to Canada ceases to be principally a service to bookstores and book-buyers here (so that their order can be mailed direct to the Canadian agent) and becomes a profitable undertaking in itself.

The third alternative is the one which appeals to me the most, on philosophic grounds: it conveys the point that we are pleased to have books from abroad in Canada, but that (in our present situation) if they are here on a money-making basis the abuses of the past oblige them to help strengthen indigenous writing/publishing/reading, and hence remove the abuses.

Even if this argument is accepted, setting the figure precisely is an exercise in mild absurdity: some agents presumably make money by selling six copies of an imported title, others may lose money on a sale of 1,000. The quantity of each title individually is not the determining factor.

Nevertheless, and as a shot in the dark, it seems reasonable to suppose that an agency house which cannot make money from 500 imported copies of one book is not up to much. The only three classes of books which I can see being consistently surcharged are foreign textbooks, foreign mass paperbacks, and American bestsellers. It would be good for the souls of all concerned to know that some of the profits these books earned were going to strengthen Canadian books.

2. A publishing colleague who agreed with the substance of this brief found himself much put off by the connotations of the term, 'regulatory body.' Let me reiterate: such a body's mandate should be written so as to specifically exclude any jurisdiction over content, quality, or social views, or from considering them in any of its decisions. If the laws affecting those matters are inadequate, they should be amended—but they have nothing to do with the kind of 'regulation' this board would be entrusted with. And if the term offends, it is completely dispensable.

3. The gist of this brief: the 'publishing development board' which has been proposed, to lend money to expiring houses, should be conceived in more searching terms. It should be the instrument by which publishers in Canada are encouraged—by loans—and obliged—by laws—to be responsible Canadian publishers.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN REVIEW OF BOOKS LTD.

JUNE 2, 1971

BOOKS in CANADA
published by CANADIAN REVIEW OF BOOKS LIMITED
6 Charles Street E., Toronto 921-4466

BRIEF TO THE ROYAL COMMISSION ON BOOK PUBLISHING

This submission is made on the premises that our projected periodical BOOKS IN CANADA may have an important role to play in future development of trade book publishing in Canada, that the assumptions on which we based our decision to undertake our project are directly relevant to the subjects under consideration by the Commission, and that some of the questions with which we are currently dealing in the related contexts of book promotion and literary criticism may be valuable to the Commission in assembling a profile of the Canadian book industry.

We suggest that the several elements in our brief might be considered most usefully in the following order:

1) PROMOTION & RESPONSE in general (already filed).

2) The following specific sections of PROMOTION & RESPONSE: Reviewers On Reviewing, p.43; Response To Canadian Books, p.46; Conclusions On Media Response #3, #4 & #5, p.49; and Recommendation Four, p.54.

3) Prospectus of BOOKS IN CANADA

4) Introductory edition of BOOKS IN CANADA (to follow)

Our decision to initiate BOOKS IN CANADA now was impelled by our common belief that the need for a popular book periodical is urgent and that the most favourable time to launch such a periodical would be at the beginning of the most active season of publishing in the fall. While we are conscious that the viability of our project may be extremely tenuous under its current economic circumstances, we believe that the favourable public interest in Canadian books and the obvious needs of Canadian publishers provide suitable conditions for publication on an exploratory basis.

Bearing in mind the scope of the Commission's investigations hitherto and the current intensive development of our project, we have confined this brief to its basic elements. It is our hope that the Commissioners will invite us to expand on those aspects which they consider most pertinent to their objectives.

PROSPECTUS

Title: BOOKS IN CANADA

Publisher: Canadian Review of Books Limited,
6 Charles Street East, Suite 219
Toronto 5, Ontario. 921-4466

Principals: Val Clery (Editor); Douglas Marshall (Managing Editor); Randall Ware (Assignments Editor); Mary Lu Toms (Art Director); Jack Jensen (Consultant).

Format: Tabloid 8 x 11"; 24-32 pages; on high-grade newsprint; printed web offset; illustrated; two-colour wrapper.

Aims: *Short-term –*

1. To stimulate popular awareness of, and maintain popular interest in, contemporary Canadian writing and books.
2. To evaluate Canadian books and to relate them to any imported books that may have a significance for Canadian readers.

Long-term –

3. To generate and sustain an integrated critical context for Canadian books.
4. To contribute to the development of a distinct and meaningful literary culture for Canada.

Contributors: (Who have already offered to reveiw or write)
Earle Birney, Marian Engel, Hugh Garner, Phyllis Grosskurth, Al Purdy, Philip Sykes, David Helwig.

Contents: Reviews will be by an extensive panel of writers, each one assigned a broad but specific area of interest and contributing an occasional feature article dealing critically and comparatively with recent, current, and imminent Canadian books in his area of interest, relating these also to any relevant imported books. Reviewers will be encouraged to relate current Canadian books to any comparable books still in print. Canadian books of prime importance may be given composite reviews by several critics. An interview/profile of a Canadian writer will be included in most issues. Articles on important aspects of writing and publishing will be featured.

A regular miscellany will assemble news about forthcoming and projected books, authors, publishing and literary events.

Each issue will devote two pages to reader's letters.

There will be current lists of cloth and paperback books, listed by subject matter, with both Dewey Decimal System and Library of Congress numbers given.

There will be a literary competition in each issue.

Advertising: Exclusively related to books and writing.
No more than one-third of the magazine will be advertising.
No ads on pages 1 and 2 or the centre spread.
Classified small ads will appear toward the back.
Positive interest in advertising has been expressed by nine publishers to date.

Distribution: By low cost bulk subscription to all libraries.
By subscription to individuals.
To retail bookstores free in bulk (With the option of a small handling charge).
To all press and media free.
Initial circulation: 40,000

Period: Twice a month during main publishing seasons: monthly during off-seasons. Estimated 18 issues per year.

First Issue: Mid-July 1971.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

THOMAS ALLEN & SON LIMITED

JUNE 2, 1971

We have read with interest the terms of reference of the Royal Commission on Book Publishing and we have recognized immediately the very wide scope which these terms of reference give to your Commission.

We do not intend nor do we presume in this brief to refer to matters within each of the terms of reference but to confine our comments to one subject upon which, as both a publisher and as a publisher's representative, we hold the views expressed below.

It is our view that steps should be taken to encourage the School Agencies, Libraries and University book stores, who collectively account for the purchase of a very high percentage of the books sold in Canada today, to consider far more seriously than is presently the case, buying from Canadian publishers. It is our hope that this can be accomplished short of legislation forbidding distribution in Canada of foreign published books by non-Canadian publishing firms. If no such means can be found such legislation may be imperative. It has been the experience of this Company, as well, we are sure, of many others, that, although many School Agencies and Librarians have the freedom and authority to buy from whom they wish, many have chosen American publishers and publishers' representatives to deal with on an exclusive basis.

...2

The report of The Book Publishing and Manufacturing Industry in Canada prepared by Ernst & Ernst states on its first page that $144.8 million imported books were consumed in Canada in 1969 and that of these only 58% were distributed by Canadian publishers. It further states on its second page that "The major customer categories not served well by publishers in Canada are Libraries and University book stores which purchase 80% and 92% respectively of books not published in Canada."

A large number of Canadian publishers and publishers' representatives are losing out to foreign (very largely American) publishers and publishers' representatives. It appears clear to us that if steps can be taken to encourage the School Agencies, Libraries and University book stores in Canada to "think Canadian" and to buy through Canadian publishers and publishers' representatives, there will be a better opportunity for these Canadian publishers to extend their own businesses and business operations with a view to publishing more and better books by Canadians, for Canadians and in Canada.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

GLC EDUCATIONAL MATERIALS AND
SERVICES LIMITED

JUNE 2, 1971

Educational Materials and Services Limited
115 Nugget Avenue
Agincourt, Ontario
416/291-2928

BRIEF

submitted by

GLC EDUCATIONAL MATERIALS AND SERVICES LIMITED

to the

ROYAL COMMISSION ON BOOK PUBLISHING

May 4, 1971.

To begin this brief we would like to introduce GLC Educational Materials and Services Limited. Hereafter, for convenience sake, the company will be referred to simply as GLC. Incorporated on June 4, 1970, GLC is a wholly owned subsidiary of the General Learning Corporation of Morristown, New Jersey, a Company whose shareholders include the General Electric Company and Time Incorporated, each holding 50% of the stock. GLC is financed by its parent company. The Board of Directors of GLC is made up of two Canadians, Dr. H. S. Baker of Edmonton, Alberta and Mr. W. B. Hanna of Toronto, Ontario and three Americans, who are employees of the General Learning Corporation. Dr.Baker, Chairman of the Board, is a distinguished Canadian educator and former Dean of Education at the University of Calgary. Mr. W. B. Hanna, the President, is responsible to the Board of Directors for the direction of the Company and is a Canadian citizen, as are the rest of the management of GLC. The Company, on January 1, 1971, began full-scale operations including order fulfillment from its facility located in Agincourt, Ontario.

The purpose of GLC is to bring to the educational and library markets in Canada the best learning materials written in Canada and elsewhere. As such, we now market Silver Burdett and Time/Life books together with the other products of the General Learning Corporation. It should be noted that Silver Burdett texts, particularly in the fields of Music and Science, have been well known to Canadian teachers for over 40 years through the representation of W. J. Gage Limited. GLC's own publishing program is now under way with our first Canadian book EDUCATIONAL MEDIA AND YOU due to appear this Summer, approximately 8 months after the Company became fully operational. This major professional book in Audio-Visual methods and administration, by Cecil B. Wilkinson, is representative of our commitment to provide educators with the finest in educational publications. Our intention is to develop and expand this program so that it becomes a vital and strong part of our

business with sales not only in Canada but also in foreign countries.

We propose to direct our comments in this brief to your terms of reference in the context of educational publishing, the field of publishing, in which we are engaged.

1. "The publishing industry in Ontario and throughout Canada, with respect to its position within the business community".

(a) The industry carries a wider list of English Language books than can be found in any other English-speaking country while having, in many cases, very small markets.

(b) It is small in its contribution to the Gross National Product with limited access to growth capital, yet exhibits an impact out of all proportions to its size on education of Canadians.

(c) While there is a fairly high percentage of foreign ownership, senior management in nearly all Canadian publishing houses is composed of Canadians possessing great wealth of experience gained in Canada.

2. "The functions of the publishing industry in terms of the contribution to the cultural life and education of the people of the Province of Ontario".

We regard the functions of this industry, and naturally enough, our own function to be as follows:

(a) The fulfillment of the needs of Canadians for the finest in educational learning materials and the widest possible range of cultural reading from both Canada and foreign countries.

(b) The publication of Canadian authors for the fulfillment of the needs described above and the dissemination of these works outside of Canada to non-Canadians who, in much the same way, have similar needs.

While the industry, both Canadian and foreign owned, fulfills the first function, it is becoming increasingly difficult to fulfill the second. Our domestic markets, particularly in education, are growing smaller as the number of courses open to students at most levels of education grows rapidly in response to the demand of the public for a broader range of educational programs to prepare children and adults alike for an increasingly complex society. Today's teacher, better trained and paid than his predecessor, is demanding more freedom in selecting the books and other materials to aid him in his instruction. This revolution in education is taking place, not only in Canada, but in many other countries. No matter what kind of stimulus or restraint Government at any level can supply or apply to educators or publishers in Canada to offset this revolution, it does fill the desires of Canadians for a wider, richer and deeper education and is not likely to be reversed, nor should it.

3. "The economic, cultural, social or other consequences for the people of Ontario and of Canada of the substantial ownership or control of publishing firms by foreign or foreign-owned or foreign-controlled corporations or by non Canadians".

We recognize the importance of maintaining a viable, Canadian publishing industry. Indeed, the foreign-owned Canadian publisher is as much a part of that industry as the Canadian owned publisher. Foreign ownership of a Canadian publisher is not, in our view, detrimental in itself and may, in the field of educational publishing, have substantial benefits for Canadians, for the following reasons.

(a) To us, the most important consideration is the continued development and supply of the finest educational books and materials for the education

of Canadian children from the pens of the best minds of teachers in and outside of Canada. It is clear that, with the broadening range of education today, Canadian educators will continue to develop curricula and demand first-rate material to be used in conjunction with the teaching of such curricula. No publishing company in Canada whether Canadian or foreign owned, can successfully afford to develop materials in this age which do not meet the needs of the educator nor foist already published but unsuitable books on him. However, with the increasing specialization of subject matter and consequent diminishing size of markets, there is a distinct possibility that the needs of the teacher might not be fulfilled if the demand is not large enough to warrant any publisher investing in suitable educational materials. The solution to this problem would appear to lie in expanding the market base of such markets. In this regard the foreign-owned publisher does have this capability of expanding his market for his Canadian publications by exporting his books through his affiliations with his parent company, and, in some cases, through their foreign affiliates or agencies in other countries. In our own case, we have channels to export our products through our parent company in the U.S. and through 10 distributors representing the parent company throughout the rest of the world.

(b) For many subjects for which the demand in this country is sufficient to support publication of material by a Canadian publisher he does offer the Canadian educator materials from other countries which may suit his course and thus widens his choice in selecting the best possible materials for his students.

(c) With the rapid developments in education today, companies such as GLC are able to provide special facilities which may be needed to aid in the development of new educational programs. In our case our parent company has

had very wide experience in the area of manpower retraining and in educational consultative work which can be made available to Canadian educators through GLC's organization.

(d) Finally, through their operations, foreign-owned publishers do provide jobs and opportunities in publishing in Canada for Canadians wishing to enter the publishing industry.

RECOMMENDATION:

It is clear that, if the publishing industry in Canada is to be able to fulfill its two major functions, a wider dissemination of Canadian materials in countries outside of Canada is essential. In addition, there is also the valuable cultural consideration that as a country we derive tremendous benefit from the educational and cultural work of human beings outside of Canada. It would seem only fair that we, as a nation, be not only takers but givers and that similar work by our own citizens should be more widely available to non-Canadians than it is today. However, the Canadian owned publishing houses do have, in many cases, considerable difficulty in exporting, lacking the advantages of the foreign owned publisher. In order to introduce fairness and equality of opportunity for Canadian owned publishing companies, we would recommend, with government encouragement to be given to the establishment, in the U.S. and Great Britain, of a Canadian book distribution agency to market books produced by these firms. Such an organization could be organized and operated by a consortium of Canadian owned publishers on a co-operative basis, perhaps with government assistance and would have to relate only to the export of books from Canada, in order not infringe the Combines Investigation Act.

All of which is respectfully submitted

GLC EDUCATIONAL MATERIALS AND SERVICES LIMITED

F. B. Hanna

President.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

POSEIDON PRESS

JUNE 2, 1971

Alfred Rushton

Poseidon Press,
183 Harbord Street,
Toronto.

Resume

This brief is concerned with the need for more smaller publishing outlets and allowing deserving writers a better chance to be heard. The brief also deals with equalization of grants paid to writers, reduction of university control of prose and poetry writing, printing and writing in the schools, creation of a joint publishers' Canadian Publisher's Monthly, Publisher's Literary Supplement, uniform pricing for paperback books to encourage a wider reading audience, financial incentive for the writer-publisher, review of Canada Council grant procedure and the future reading and writing book audiences.

POSEIDON PRESS A BRIEF Alfred Rushton

Poseidon Press was launched because a press, The House of Anansi, said they couldn't afford to publish a collection of short stories submitted by this writer.

The stories were published in paperback form by a job printer. The pages aren't glossy, but for that matter neither is the content. The book is a collection of good short stories in addition to interview essays on Henry Miller and Al Capp. ~~(Further details are included in the article which is an addendum to the brief.~~)

At present the country is acutely conscious of its writers and the attention received by the writers. There's a hue and cry about immenent American takeover. The 'eagle' is almost ready to pounce and take over what is essentially a close circuit of Litterati who insist on being members of groups who publish only, for the most part, writers and poets who have managed to play the little magazine and social game to its conclusion which results in books and, of course, grants from the Canada Council.

The Council gives few writing grants and those grants it does give are usually given to writers who have already managed to make themselves known through their interconnecting contacts; the grants aren't, it seems, given on the basis of need but instead are given on the referee's arbitrary opinion. A look at this year's Council list will verify the above statement; the writers on the list are, for the most part, writers who have already recieved large Council contributions in the past.

The Council, it seems, feels that only an established publishing House is worthy enough to receive grants for its writers; this is a fact learned by this writer when he tried on numerous occasions to receive a working grant, the bare necessary amount to live on while trying to sell and promote a book. This book has been received favourably by Joesph Skvorecky, U. of T.'s writer-in-residence, and other writers.

The book, Mind Maps, is sold out in Montreal's Classic bookstore. About a thousand copies have been printed and seven hundred and fifty copies approximately have been sold to bookstores in the Montreal-Toronto-Ottawa area since its December 1970 publication.

Not one Toronto paper has seen fit to review the book; not one large paper has bothered to even give the book a mention in its review pages. When this writer asked one reviewer why the book wasn't reviewed all he received was a very short reply and a slammed phone receiver terminating the attempt at a rational discussion. The same story also applies

to the two other Toronto dailies who refused to publish the enclosed article. Yet these papers are papers which are supposedly for Canadian talent; they make a lot of gestures and a lot of rhetorical noise but all that's visible is a cloud of smoke.

Small publishing houses are a necessary alternative to the larger publishing ventures. You have to have an audience when you write and if you can't get the audience through a large publishing house then you have to go and put the book out on your own. A small publisher, Dennis Lee, told this writer that he has dozens of manuscripts which he can't publish because he can't afford it; when asked if he thought this writer's novel was good, Lee replied in the affirmative but also said it might be some two to three years before he could publish it.

Such attitudes are very prevalent in publishing houses; it's time more action was taken.

Poseidon Press will publish an anthology of poems by poets who for the most part haven't been published before. I have not met these people socially or even heard of most of them but instead I and two semi-editorial helpers are relying upon their poems and the talent displayed in the poetry; most will be introduced to a public who haven't been aware that there are writers who are very good but who just haven't been involved in the Litterati circles which seem to be centered around some university people. Some are good but others who are established not just because of their talent but because of their background. These men are probably trying to create an interest in literature and are probably, in their own way, trying to create a culture where very little existed before. Unfortunately there's a tendency to circumscribe themselves and their fellow writers resulting in alienation from the mainstream of writers who are outside the university system. I'm referring to some Canadian English professors who obviously have more of a vested interest in things Canadian than visiting professors and writers.

Poseidon Press needs very little working capital to operate; it's very cheap to produce a book once you negotiate a contract with a job printer. The essential working capital for one book shouldn't exceed a thousand dollars for a run of two to five thousand copies. Yet there are writers receiving grants of upwards to four to seven thousand dollars, public money paid to them while some of them are also employed receiving very lucrative salaries in addition to the grant. Poseidon would like to publish not scores of books but enough to give encouragement to those writers who still haven't been given a chance to be heard.

Eventually I would like to turn Poseidon Press over to a co-op of writers who can pool

their resources and publish only writers who haven't been give a chance to be heard. The Press could be a small link between the writer and the large reading public who aren't given that many Canadian alternatives in publishing. Publishing can be very expensive; it's axiomatic that a few smaller presses might be able to close up the gap caused by operating expenses and take on some manuscripts which are piling up in the established publisher's files.

We are becoming more attuned to an age which is starting to stress personal involvement; almost a renaissance of the individual. The awareness of young people is becoming more pronounced; there's a need for viable outlets; many young people want to produce their own films outside the larger film companies who now no longer have the monopoly on film-making which they once had; the same is becoming the case with the many books which are and will be written. The cycle is going back to the beginning period of publishing when men like William Blake wrote, illustrated and produced their own books. This same change back to the beginnings of an art form is also prevalent in movie making; the first movies made in Hollywood were made by the independents who had to rely upon a hand-held camera and a good day of sun for lighting. Now the independents like Don Schabib can pick up their film crew and cast in one car and drive them to the location, such as Allan Gardens, for the day's shooting.

Right now there are young people who still are interested in the print medium but this medium is not yet as flexible as the film medium which is not as closed in by established circles and ground rules formed in our literary salons and let's not kid ourselves by pretending they don't exist. The CBC for all it's aspirations to help the young artist is still in essence the studio salon. I speak from personal experience. When I tried to sell a short story to a CBC literary program two years ago the first question I was asked was "What's my background. Where had I been published before?" I was finally given the money for the story but the story wasn't read on the air even though the producer said he liked the story. He's probably still waiting for me to send him a manuscript from the New Yorker offices.

We don't know how many young people have been similary discouraged from having good work read or produced. However, there are people still writing and still anxious to prove themselves outside the larger literary studios by working with their versions of hand-held cameras. The movies and publishing have need of each other; they provide a viable alter-

nativ the public. Movies are still made from books and the ideas of writers but you still have to foster some sense of literary identity outside the studios who are capable of providing their own version of books transferred to dream images on the screen.

Not everybody has a talent for movies and not everybody in movie work has a talent for writing. You have to keep movies and publishing separate even though there is more money to be made in films; a point made by the Toronto Star when it suggested that publishing companies also become film companies as well. Of course the Star was thinking of the profit margin just as Paramount Studios, that old-time relic of the moguls, was when they produced Love Story along with the book. But is it really necessary for publishing companies to rake in big profits? Why not have quality control in publishing instead of this mad scramble for the fast buck.

The new grant board suggested by the Federal minister of culture should allow the publication of books other than a spate of books on nationalism, of the Arctic tundra, which is really being overdone. There's more in this country than reports on the far north and a young urbanite's consolidated opinion about the American takeover; however, if there's a reading audience for such books then they will continue to be published to the detriment of better manuscripts still sitting on publishers' bookshelves.

Automation is almost ready to reduce the working week. More people will be unemployed as a result of this shorter work week and more people will become aware of their own potential in this leisure period. It seems that publishing might experience a sudden flood of manuscripts from some authors who before might not even have thought of reading a book let alone write one. Will the Council or our larger publisher be ready for this sudden influx? After all taxpayers are also going to demand equal culture time especially when they realize just who is supporting the many books being published but still not being read by the vast majority of people in this country. It seems quite likely that smaller publishing outlets will be needed and even then they might find it hard to meet the demand. The groundwork has to be started now.

It's time that the Council's Writing Grants were reviewed; it's time that grants were given on the basis of talent and need; there should be a slush fund esepecially put aside for deserving writers and people who do have the incentive to go out on their own; let's stop this hue and cry about Americanization; let's stop this Nationalism which says so many resounding phrases but backs down from its perch in a pinch. I am waiting to see just how far people

who are concerned about culture are willing to go; is a competitive spirit in publishing a bad thing? I think not and I also feel that it's time crocodile tears being spilled by the Culturati who give out donations were instead wiped away and placed in a crocodile purse holding incentive and not a bite.

It's also time that there was a review paper which reviews Canadian books; there has been a study launched into this by the Council but of course like some review commissions years might be spent in trying to write up a ten thousand page report to be hummed and hawed over.

Let's not discourage action; action is needed and no writer who's trying to also do some publishing should be made to feel like a leper waiting for a chance to be finally heard. Russia has its own version of accepted writers let's not have the same system in operation in this country.

To Sum Up - Some Recommendations

(1) Equalization of grants based upon immediate need and the number of grants received previously. Too much is given to the select few while many have to wait for the smallest grants payable. Perhaps writers receiving large grants could contribute to a special writers' fund while revision of the grant giving procedure is undertaken.

(2) Reduction of the University control of prose and poetry writing and more outside interest created. There are too many workshops and writers connected with the universities with the effect of making writing already a preconceived course for the universities. Simon Fraser University and Queen's University are but two examples. If you're going to encourage fresh writing free from academic comparison than you have to go outside; who are books written for? A small elite who read each other's work or that larger number of readers who exist outside the present literati circles? The man who reads a Mickey Spillane mystery might be interested in a book of prose packaged in an attractive cover and placed in smller outlets outside bookstores, i.e. drugstores. This involves discussion with the News Distributing services.

(3) Bring publishing into the schools but leave literary bias behind by allowing students an opportunity of seeing just how books are published and printed; if the students are interested they could print small paperbacks and the best of these paperbacks could be released by a larger publisher.

Of course you have to avoid a program like the university's where structure both literary and social is sometimes more important than content. All students should be given an opportunity to contribute if they wish; they should also be given a chance to help in the compilation of school books which are attractively designed and free of the traditional textbook

appearance; after all schoolbooks are to read by the students. Shouldn't they be allowed to see and participate more in their education? It's quite possible the program might alleviate some of the traditional student prejudice against books which is carried over into later adult life.

(4) A joint publisher's monthly could be published; the magazines would announce forthcoming books, placed by publishers at a reasonable ad rate, and also review books. This would take up the slack at present being provided by our major newspapers and also would provide a counterpart to the larger American Publishers' Weekly. Copies of the Monthly could be provided at a nominal subscription cost which would help defray the publishing expenses.

(5) A special Publishers' Literary Supplement contributed to by the writers of all publishing houses, i.e., those writers who are waiting to be published in book form. Excerpts of their works with brief notes on their backgrounds could also be included. Each issue would also contain a special section devoted to writers who have yet to be published in book form. This special section of the supplement would allow publishers to see just who is at present writing and what talent is dicernable. The smaller literary magazines, already overloaded with contributions, could continue to publish. Various novels being prepared for publication could also be serialised in the supplement.

The supplement would be sent to all schools, universities and placed in bookstores as well as on the newstands. Of course the title chosen is most important perhaps Readers Guide.

(6) A uniform price for all paperback books published with the aim of lowering the price in order to attract a wider reading audience. Most newsstand paperbacks sell at $1.25 per copy. Most pepple who read outside the universities are used to paying such a price but naturally are hesitant at paying the present Canadian paperback price of $2.50 per copy. Why should publishers have to wait before they lower their book prices at special discount sales. If the books are sold at a lower price and more widely distributed then you don't have to worry about discount sales. It's time the book ceased to become a museum piece and became more widely accepted through better distribution at lower costs in this country. It's also time publishers and professors stopped thinking of Candadian writers as ready mixed ingredients for instant posterity to be studied immediately.

(7) More incentives provided for the independent book producer who because of overstock at larger publishing houses might have to wait for a prolonged period of time for publication of a book. The smaller publishers would publish their book and then agree to publish at least two other books written by unknown writers under a special contract. This would allow the larger publisher a chance to put out writers through a smaller house. At present there's a certain snobbish attitude fostered by many writers and publisher who feel that the only leg-

itimate literary currency is found in the large publishing houses. If a person publishes his book simply because a large publisher, ie., can't afford to or ie, is overstocked, than the author publisher is looked upon by many established types as a crank who's trying to set up a Vanity Press when such is not the case. When this writer publisher tried to get the nominal writers working grant, awarded by the Council upon publication of a book, the writer was told he was not eligible simply because he published the book on his own. Not only published the book but also illustrated the book and sold seven hundred copies to stores in Ottawa, Montreal and Toronto. Such incentive is still looked upon with suspicion by the powers who give out grants. It's small wonder that there's 'danger' of Americanisation since the American usually encourages incentive instead of sitting around in small circles bemoaning their fate while at the same time putting down anyone who's displayed any independence. If things are going to improve then the thinking atpresent vis à vis the writer publisher and Grant Councils, has got to change and that change should take place now not in some distant future.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

D. C. HEATH CANADA LIMITED

JUNE 2, 1971

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BRIEF
TO THE
ROYAL COMMISSION ON BOOK PUBLISHING

RESPECTFULLY SUBMITTED BY

D.C. HEATH CANADA LTD.

The present state of publishing in Canada could be attributed to the growth of multinational corporations. The controversy that faces us now is whether Canada should have a publishing policy founded upon isolationist opinion - with no foreign entanglements - or upon global involvement. We at D.C. Heath Canada Ltd. are pleased that this Royal Commission on Book Publishing has been established by the Ontario government not only to delve into the theoretical consequences of adopting either policy but also to make public the validity of evidence supporting them.

The central argument that has now reached almost a level of hysteria is that Canadian publishing ought to be free from foreign influence. In our view, this is no more than an extension couched in slightly different terms of the much older argument in economic policy concerning protectionism. Protectionism as a posture has many facets. Sometimes a country may be isolationist because it considers itself self-sufficient economically. This is not true in the case of Canada. Sometimes a country may choose to isolate itself from contending countries because it does not accept or share their goals. This is not completely true of Canada and the other major English language publishing nations. In our view, the strongest argument against protectionism is that it would rob Canada of widespread mutual cooperation with other countries in this instance especially in the areas of education and publishing.

The growth of foreign publishing holdings in Canada has not been aimed particularly at Canada. Massive investments by these same foreign publishers are being made in many other countries as well.

It is relevant to ask why. First and foremost, it is clear that publishing is becoming a multinational enterprise. On the one hand, the boundaries of any one nation cannot hope to contain or limit the products of its publishing companies. As competition increases and product specialization develops, publishing organizations naturally look beyond their national

borders for new markets for their products. On the other hand, every nation looks to others to obtain a part of the information and ideas that will be integrated into its own social, political, and intellectual fabric. These two complementary tendencies dictate that the successful publishing company of the future - even the very near future - must address itself to a market with worldwide ramifications. And it must draw not only on the markets of many nations, but also on the talents of those nations.

In spite of the tendency for English to become the lingua franca of science, medicine, and, to a certain extent, technology, it is not to be expected that multinational publishing will confine itself to a single language. Multilingualism is an important component of multinationalism, but it is also an expensive component if the publisher is to be more than a mere reprinter. Beyond this, the publisher who is truly interested in serving the needs of his clients must be prepared before long to make available processed information in whatever format and medium the user desires. This could, for instance, include audio and video formats or even "soft" copy on digital display devices, as well as the conventional medium of print. These incipient requirements - to publsih in a variety of formats,media, and languages - will in turn necessitate such a level of investment, management and editorial sophistication, and marketing skill, that the small, unafilliated publisher will find it increasingly difficult to compete successfully.

It is for these reasons that D.C. Heath has formulated its plans in terms of combining its talents with those of selected companies from other lands. We believe that the following points are essential in forming the nucleus of a highly effective multinational alliance:

1. Understanding. The basic resource of any publishing group is not primarily its product but rather its people - and there is no national boundary on this resource. We feel that there is a need for international affiliations and that the required underpinning for a multinational

enterprise is its decentralized, local control, i.e. on-site control of the local talent pool and thorough knowledge of local markets. Each element in the publishing network must be strong, well-managed, and with a reputation of unquestioned quality. Each division has expertise in those areas of publishing that it has chosen, and each respects the ability of the other. This is a necessity if decentralization is to succeed.

2. Sophistication. Each division may contribute sophisticated ideas in various facets of publishing. For example, one division in Europe has developed some unique approaches as to how its books are printed. The Canadian company has contributed some marketing innovations. Heath, generally, takes a very sophisticated approach to its business management and planning. We have developed a highly refined management information system for control of our internal operations, and we have a planning program that enables us to integrate our day to day operations into monthly, yearly, five-year and long-term plans with remarkable consistency. The experience of all divisions gives considerable strength to the combined company.

3. Quality and Style. The combined names and reputations of Heath and Raytheon bespeak quality. D.C. Heath is a long established publishing house of substantial reputation that has, in recent years, become known for its innovative products, its dynamism and its progressive thinking. In 1966 D.C. Heath was purchased by the Raytheon Company. Raytheon has established a name as a high quality company with an outstanding array of products ranging from its Apollo on-board computers to complex radar systems to medical electronic apparatus, microwave ovens, miniaturized furnaces, and air conditioning systems. Among other things,

Raytheon also constructs petrochemical refineries, steel mills, and nuclear power plants.

Besides continuing its publishing program D.C. Heath undertook a vigorous program of multinational expansion. Heath terminated dealings with companies around the world since plans called for acquiring and establishing companies in other countries to better serve the markets in those countries. In Canada the Heath list was represented very ably by Copp Clark for 36 years prior to the decision in 1968 by D.C. Heath to establish its own wholly-owned subsidiary in Canada. In 1969 D.C. Heath Canada Ltd. became an official entity. The reputation for quality associated with the names of Heath and Raytheon gave immediate impetus to the marketing efforts of the new Canadian company and stamped us with the imprimatur of success.

4. Capitalization. Every publishing company needs an adequate capital base to provide for expansion, diversification of its list, and protection of its major long-term projects during low periods of its business. The Heath organization, with its Raytheon backing, has a powerful capital base. Not only does this ensure our ability to undertake worthwhile long-term projects and protect them adequately, but our size and strength also assures us of very good terms from banks and vendors.

5. Administrative Services. Through its affiliation with Heath and Raytheon, D.C. Heath Canada Ltd. receives such administrative services as legal advice, insurance and benefits planning, and financial and auditing assistance at lower cost than it could obtain these services as an independent company. D.C. Heath Canada Ltd. can also take advantage of Raytheon expertise in production planning, traffic control, systems analysis, and operations research at negligible incremental cost.

6. Group Synergies. Many effective ways of interacting are inevitably derived from multinational affiliation. At one level, several companies would be able to shift editorial or clerical work to locations where there is available capacity. On another level, there are marketing and distribution synergies: several companies can cross market products or product lines; can offer subsidiary rights to one another; can help one another locate authors, writers, and editors; refer manuscript submissions to one another; piggyback mailings; exchange mailing lists; and so on.

Foreign control does not mean control of minds. Control is with the buyer, not the seller. D.C. Heath Canada Ltd. is interested in Canadian authors, suppliers, and management meeting local needs. Our mandate in Canada is very clear - use the U.S. List as a base but get into our own indigenous publishing program as soon as it is feasible. Our controls are the kind that every sound business should have, namely, if it is a good business investment - do it.

The growth of international publishing is really not a new phenomenon but merely a variation in the conduct of international trade. The isolationists who are crying for Canada to resist this movement seem to assume that if we keep out the foreign investor we equally keep out foreign influence. No evidence supports this hypothesis. The inflow of goods and services carries foreign influence with it. Surely Canada cannot isolate itself from the world of trade as well as the world investment. Isolationists have stated that unless we have an adequate number of Canadian owned publishing companies, Canadian authors are unlikely to see their books printed and distributed. They have also said that without Canadian owned publishers prepared to print Canadian textbooks our schools and colleges would be entirely dependent on foreign texts presenting foreign viewpoints on every subject taught. In actual fact, more publishing of Canadian textbooks in Canada, by Canadians,

for Canadian has been done by foreign owned subsidiaries than by Canadian owned companies. An analysis of the listings of indigenously published series in the 1971 edition of Ontario Circular 14 indicates that 65% of the series were published by foreign owned companies. (For the analysis the publications of Gage and Ryerson were assumed to be published when those companies were Canadian owned.)

The Canadian owned publishers cry that their need is for capital to continue publishing. This is not solely a Canadian phenomenon or even a new one, but is typical of the situation in which publishers throughout the world are finding themselves, as evidenced by the many mergers that have occurred in international publishing circles during the last twenty-five years. The difference in Canada is that many of the older Canadian owned companies relied far too long on a major part of their business coming from agency agreements with foreign publishers, and they did not balance their investments by developing more profitable Canadian educational products. Consequently in recent years as Canadian publishing came of age and found that it could not raise the needed additional capital for continued growth, there were no strong profitable Canadian companies with sufficient capital to buy out the faltering ones. Thus many floundering Canadian publishers were merged with foreign owned publishers who viewed this type of investment as one method of expanding into Canadian markets. Another favoured method of entering the Canadian marketplace is followed by companies such as our own, which expanded into Canada by incorporating their own subsidiaries with Canadian management and ideals. In many cases these Canadian publishers were not caught short of development capital. It might be interesting to determine if historically the present situation actually resulted from a lack of capital or from a lack of long range research and planning?

It is our contention that good Canadian publishing is being done regardless of the ownership of the company that is doing the publishing.

Textbook publishers everywhere are under pressure to meet social change. To be accepted and to be an effective teaching tool, a modern textbook must shun stereotypes and and reflect contemporary life as it is outside the classroom. Text copy plays a very important role in moulding opinions of young people. For many children the illustrations and text of books go far beyond the scope of the subject matter that an author is trying to present. Responsible publishers must constantly reflect the real world in their texts while at the same time preserving the ideals and mores of our culture and civilization.

We at D.C. Heath Canada Ltd. are committed to publishing Canadian books. We will not, however, publish poor books because a possibility may exist for a provincial listing. We have a responsibility to our authors and our customers to publish quality. A frightening proposal is now under consideration by the Ontario Department of Education. This proposal would limit use of foreign published texts now listed to a maximum of three years. After that period foreign published books including science texts such as the Chem Study text and its revisions, BSCS Biology texts, PSSC Physics and so on, would be removed from Circular 14 and become unavailable for general use in Ontario. To get this proposal off the ground no new foreign published texts were added to Circular 14 this year. The intent is that Canadian authors would rush into the field and write parallel texts for Canadian use. Even ignoring copyright infringement, there is no guarantee that this would result. Even if it did, how wasteful of time and capital; how insulting to Canadian authors, teachers and students; how deluding of the Department both to Ontario educators and to itself to think that this type of publication would be a contribution to Canadian education and would be evidence of how the Department has stimulated Canadian publishing. Most of these pseudo-Canadian publications, especially in mathematics and science, would be out of date the day before publication.

Currently the Canadian author does not usually have access to the wealth of international research, planning and development that exists in foreign federally funded programs such as Nuffield

or PSSC. The only programs he has to compare his own thoughts with are the available competing books which are rapidly becoming obsolete. Consequently, even though the Canadian text may be better written than the competing foreign books, it is out of date as far as the subject matter is concerned. We feel that any Canadian text must stand on its merit alone. Until it can, perhaps areas such as mathematics and science should enjoy special status.

The scientific community is world wide. Free flow of information among all is essential. It would be unwise not to make use of the popular foreign imports with their well-financed research on each text and program, their wealth of contributors and their gallery of teaching aids and evaluation materials.

Textbooks have a long gestation period. Because they are usually written by teachers as an extra-curricular project, the time often stretches out to three to five years between contract and printed texts. Is this then not a valid area for public funds to be wisely spent? Government loans to commercial publishers are at best only a short-term measure that in the long run will not make the Canadian book competitive with foreign books. The long range solution to making Canadian publications competitive with books from any source will take foresight and much more money.

1. More and larger grants should be made available for Canadian authors enabling them to take the time and overcome the expense of preparing competitive texts.

2. Curriculum research groups should be funded at Ontario universities as is done in other countries to prepare specific programs aimed at specific audiences.

3. The Ontario Department of Education should take more of a lead in developing new curriculum programs which serve as the basis for texts.

4. Ontario should take the lead in trying to get some conformity of curriculum across the country.

5. Announcements and guidelines of the areas in which new

curriculum programs and texts are going to be called should be made three years in advance enabling publishers, if they so desire, to prepare material for the new curriculum.

6. Under the sponsorship of the Department of Education, a steering committee for each area under development could be set up and announced. It could be composed of Department curriculum specialists, outstanding teachers and university professors to serve as subject matter specialists. When a publisher prepares a preliminary edition of a new text, following the guidelines set out by the Department, the steering committee could be responsible for seeing it tried out in the classroom. After revision, an experimental edition could be prepared by the publisher and tested with at least ten classes. Reactions of teachers and students could be supplemented by field reports of the curriculum specialists. On the basis of the feedback received, the publisher would revise the text and then complete the new commercial edition. Illustrations, maps, charts, diagrams, and graphs would appear in the experimental edition and would receive the same scrutiny as the text. When the commercial version is ready, the Department of Education would be responsible for approving the program.

   The publisher's development costs in preparing the preliminary and experimental editions, and, if necessary, running training workshops with teachers conducting the experimental courses could be shared by the Department of Education by purchasing the materials they find suitable for these experimental programs at a fair market value.

With such a long lead time and the sharing of costs, one would expect that at least several publishers would be willing to get involved in each new program. The text materials that could be developed under such a set up would be sound educationally and correct scientifically. The constant interchange of the teams preparing the texts, the feedback from actual classroom use with pupils

of all ability levels, the close cooperation with the artists who draw the diagrams, illustrations, charts and maps would all be indicative that the final product would be appropriate for pupil use. The likelihood is that such carefully prepared programs could be marketed successfully throughout the rest of Canada and also in the rest of the world.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN BOOKS IN PRINT

JUNE 2, 1971

Brief to the Royal Commission on Book Publishing
from the Editor of
Canadian Books in Print/Catalogue des livres canadiens en librairie

Resumé

The following brief, submitted by Harald Bohne, Editor, Canadian Books in Print/Catalogue des livres canadiens en librairie, suggests support for the compilation and publication of a "Subject Guide" to Canadians Books in Print and of selected reading lists of Canadian books for the use in schools and libraries. The brief outlines the history, format and need for a national bibliography such as Canadian Books in Print as background information.

Preamble

The Canadian booktrade operates in a special environment. Because of Canada's physical proximity to the United States and cultural ties with Great Britain and France, the Canadian bookseller is expected to carry a much wider variety of titles than his colleague in New York or Boston, or must at least be prepared to order specially for his customers any book which the customer might have seen reviewed or advertised in a British, American or French magazine. Similarly, the public library draws its selection of titles from a large variety of American, British, and Canadian publishers and agents.

In an environment such as this, the Canadian bookseller or librarian could not function without the help of extensive bibliographical tools. Even more fully than his colleague in Britain or the United States he is dependent on Bowker's Books in Print, Whitaker's British Books In Print, and the numerous other bibliographic services these and other firms provide. But until recently, the Canadian bookseller and librarian had to function without the catalogue needed to bridge the gap between Bowker and Whitaker; he had no "Canadian Books in Print," and while he therefore could readily advise his customer whether a book had been published in Britain or the United States, he was unable to do so for a Canadian book unless the publishers had brought the volume to his attention in a memorable way. Books issued by small publishing houses, or privately by individuals and institutions, were extremely difficult to trace.

Historical Background

In February 1968, this situation was rectified by the publication of the first annual edition of Canadian Books in Print/Catalogue des livres canadiens en librairie. It is highly appropriate that this first edition was compiled during Canada's centennial year, and furthermore, at a time when understanding and communication between the two founding peoples of Canada had become a major national concern. Canadian Books in Print/Catalogue des livres canadiens en librairie is the first truly bilingual directory of books published and available in the whole of Canada. Sporadic attempts had formerly been made by trade journals to publish lists of new publications, but these were never complete nor compiled annually.

Canadian Books in Print had been in the planning stage for a number of years. The Canadian Booksellers Association, in meetings held in 1963 and 1964, gave the project the high priority it deserved and established a committee to undertake a feasibility study. The resulting report made it clear that the project was too large and expensive for CBA to undertake on its own, and the support of publishers was sought and, eventually, secured. But as is often the case when an association has to rely on the voluntary work done by its officers, the project moved forward at a very slow pace. It received a fresh impetus, however, when the Canadian Library Association at its annual meeting in 1966 recognized the need for a "Canadian Books in Print" and appointed the Chief Librarian of the University of British Columbia to consult with the Canadian Booksellers Association.

Up to this point, discussion had concerned a listing of English-language titles only, mainly because of the existence of a Catalogue de l'édition au Canada français, published by l'Association des éditeurs canadiens with the assistance of the Cultural Affairs Department of the Québec government. This catalogue, published annually since 1964, was an extensive listing of books published in French Canada, arranged by subject matter. But though it filled an important gap in the bibliography of Canadian bookselling tools, its format and editorial intent were not equivalent to the "Books in Print" of Whitaker and Bowker. The Committee for Canadian Books in Print therefore decided to set its aims higher and to make the volume a truly national directory of books published in all of Canada in both, indeed in all, languages. The Conseil Supérieur du Livre joined the Canadian Booksellers Association, the Canadian Book Publishers' Council and the Canadian Library Association in giving its full support to the joint project. Matching grants in the amount of $5,000 each were provided by the CBA, the CBPC, and the Canada Council, and the first edition was published in February 1968.

Definitions

There were important problems to be settled. The special nature of the Canadian book industry made agreement on the standards to be followed by the editors difficult. Should books be included only if written by Canadian authors, or only if written by authors domiciled in Canada? Should all books relating to Canada be included, even if those published in the United States or Britain were already included in the available bibliographies of those countries? Or should listings be limited to books actually published in

Canada? Should the list omit a book published by Oxford University Press in Great Britain, but obviously originated by the Canadian branch of Oxford? What about the American or British book of which the Canadian agent imported for sale in Canada a special edition bearing his imprint? And what about bona fide co-editions published simultaneously in Canada and abroad?

After seemingly endless meetings, the Committee agreed on the definition of a Canadian book for the purposes of inclusion in Canadian Books in Print/ Catalogue des livres canadiens en librairie. To be included in the work were all "books published in Canada and bearing the imprint of a Canadian publisher, regardless of language and origin." This made it possible to include as Canadian books titles published under the imprint of a Canadian publisher outside the normal agency system; included in the catalogue would also be all books published and originated by Canadian branches of American and British publishing houses if they carried the imprint of the branch as primary imprint; in other words, an Oxford University Press book would be listed if "Toronto" appeared first in the joint imprint on the title page, but only if it appeared first.

Some other definitions were agreed on: "To be included a book must be in print, in preparation, or about to be reprinted." A selection of important government publications of general interest issued by the federal and provincial Departments of Public Printing was also to be listed. Excluded were pamphlets of an ephemeral nature, mass-market paperbacks of non-Canadian origin even though they might bear a Canadian imprint, periodicals, and newspapers. For the purposes of Canadian Books in Print, the UNESCO

definition of a book applies, i.e. "any publication of more than forty-nine pages."

Format

From the outset, production of Canadian Books in Print has been fully computerized, so that corrections, additions, and deletions from one edition to the next can be made with ease and maximum efficiency. Listings appear under both author and title, and consist of the author's full name, the title (and sub-title) of the book, the edition (if later than first edition), the editor and/or translator (if any), the date of copyright, the type of binding (if other than cloth), the current list price, the International Standard Book Number, and the name of the publisher. Where required, cross-references are made for pseudonyms, joint authors, editors, and corporate authors. Each edition of Canadian Books in Print includes a complete list of Canadian publishers and their addresses.

The entries in both the author and title index have been completely interfiled, and Canadian Books in Print/Catalogue des livres canadiens en librairie is therefore a truly bilingual (actually multi-lingual, since books in other languages are also included) directory. This is in many ways a major accomplishment in computer programming, as special rules and instructions had to be written into the program to make the interlingual filing of data and the correct placement of accents possible.

Present Situation of Canadian Books in Print

The 1970 edition of Canadian Books in Print/Catalogue des livres canadiens en librairie was published in November 1970 (Exhibit "A"), and work on the

1971 volume has begun. The number of entries has grown from 10,000 titles in the first edition to over 15,000 in the 1970 edition, of which about two-thirds are English-language entries, and 1/3 French-language. While the first two editions were produced by offset from actual computer print-out, the 1969 and 1970 editions were fully computer-typeset, and are therefore both more attractive from a typographical point of view as well as much easier to use. But most important, Canadian Books in Print/Catalogue des livres canadiens en librairie has been established as an annual publication and is now financially self-supporting. It has been accepted by librarians, booksellers, and publishers as the major Canadian bibliography of books currently available, and has secured wide distribution in the United States.

It is felt, however, that there is need for government support for distribution overseas. Free distribution to Canadian embassies and consulates abroad and to the larger libraries overseas, underwritten by government agencies, would, it is felt, greatly enhance Canadian publishing in the eyes of the world.

Future Plans

Canadian Books in Print, at present is an index of authors and titles published in Canada by Canadian publishers. Such a listing, while eminently useful to the bookseller and librarian, does not assist the interested reader, teacher, and scholar in his search for available titles on a specific subject. For this reason, it is essential that a subject guide to Canadian Books in Print be published annually as a companion volume. To illustrate what is contemplated, sample copies of pages from Bowker's Subject Guide to Books in Print and from Catalogue de l'édition au Canada français are attached as Appendices "B"

and "C". Since all the information contained in Canadian Books in Print is already available on magnetic tape and therefore easily accessible, this is not a major task and, once undertaken, procedures of up-dating would be expected to be self-supporting as well.

What is needed initially, however, are the funds to classify the existing listings according to a subject classification system specifically designed for Canadian literature. Multiple classifications for each of the more than 15,000 entries in the current edition of Canadian Books in Print would be added to the information already stored on magnetic tape, and a program written which would allow sorting by subject, as well as author and title. The body of information on tape would then permit a print-out of all titles in Canadian Books in Print arranged by subjects, or allow complete recall of selected subject areas for separate publication. The task of classification would best be undertaken by a small committee of librarians, and the cost of the project, including the actual process of classification as well as the cost of processing the results by computer is estimated at about $25,000. Considering the great value of this project, its permanency and the fact that the necessary subsidy to undertake it is a one-time expense, the investment would, indeed, be small. It should have the effect of generally increasing sales of Canadian books to a major extent.

Because much of Canadian publishing is centered in Ontario, it seems appropriate that the Government of Ontario should share substantially in, if not undertake fully, financial responsibility for a "Subject Guide to Canadian Books in Print." (It should be remembered also, that the Québec Government has financed a similar listing since 1964.)

There would be ancillary benefits from such a "Subject Guide." Extracts from it, concentrating on special areas of interest such as Canadian history or sociology, could be printed and distributed in separate editions and would be invaluable as reading lists for schools and libraries both in Canada and abroad. They could be used as catalogues at meetings of librarians or learned societies or at such international gatherings as the Frankfurt Book Fair.

Finally, one should not overlook the immediacy of the information available in Canadian Books in Print/Catalogue des livres canadiens en librairie and therefore in the proposed "Subject Guide". The volume, published each October, contains all books currently in print or in preparation. The National Library's Canadiana listings, while much more extensive from a bibliographical standpoint, cannot offer this information promptly enough, nor can they be presented in the annually cumulative form which makes Canadian Books in Print such a useful tool to the booktrade. It is for this reason that the National Library has supported Canadian Books in Print/Catalogue des livres canadiens en librairie from its inception. A copy of the Foreword to the first edition by Dr. Kaye Lamb, then National Librarian of Canada, is attached as Appendix "D" and underlines this fact.

Recommendations

For the reasons outlined in this brief, it is recommended that the Government of Ontario

(1) undertake to subsidize the compilation and publication of a "Subject Guide to Canadian Books in Print" in an amount not to exceed $25,000; and

(2) cooperate with and encourage the Federal Government in the free distribution of Canadian Books in Print/ Catalogue des livres canadiens en librairie and its "Subject Guide" to Canadian embassies and consulates abroad as well as major libraries overseas.

Respectfully submitted,

Harald Bohne, Editor
Canadian Books in Print/
Catalogue des livres canadiens
en librairie

Exhibit "C" from Catalogue de l'édition au Canada français

LEVACK, David, c.ss.r.

Le mariage, broché, 111 pp., 4e édition. Librairie de la Bonne Sainte-Anne, Sainte-Anne de Beaupré, 1955. $ 0.35

MARCOTTE, Marcel, s.j.

Cœur à cœur, 7 volumes, broché, 160 pp. Editions Bellarmin, Montréal, 1961-1962-1962-1963-1963-1964-1964. chacun: $ 1.00

MELANÇON, Ovila, c.s.c.

L'épouse doit-elle obéissance à son mari? broché, 64 pp. Editions Paulines, Sherbrooke, 1962. $ 0.50

ROSSINO, Joseph

Mariage heureux, broché, 183 pp. Collection: « Famille ». Editions Paulines, Sherbrooke, 1965. $ 2.00

SAUMURE, Elsie

Quand le mariage casse..., broché, 52 pp. Collection : « Pourquoi ». Editions de l'Heure, Montréal, 1968. $ 1.00

Sciences sociales

ACBLF

Le Syndicalisme et les bibliothécaires. Ouvrage en collaboration sous la direction du Comité des publications de l'ACBLF, broché, 106 pp. ACBLF, Montréal, 1968. $ 3.00

EN COLLABORATION

Action catholique et action sociale, broché, 260 pp. (Semaine sociale, Québec, 1941). Editions Bellarmin, Montréal, 1941. $ 1.50

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Administration fédérale du Canada, 1966, cartonné, 371 pp. Imprimeur de la Reine, Ottawa, 1966. $ 3.50

A.G.E.L.

L'Université Laval démasquée, broché, 112 pp. Collection: « Les idées du jour ». Editions du Jour, Montréal, 1965. $ 1.50

EN COLLABORATION

L'Agriculture, broché, 555 pp. Collection: « Notre milieu ». Les Presses des Hautes Etudes Commerciales, Montréal, 1944. $ 1.50

ALLEN, Patrick

La margarine peut-elle remplacer le beurre? broché, 88 pp. Collection des Etudes. Les Presses des Hautes Etudes Commerciales, Montréal, 1955. $ 0.60

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ANGERS, François-Albert

Essai sur la centralisation, broché, 332 pp. Collection: « Problèmes économiques contemporains ». Co-édition Beauchemin — Les Presses des Hautes Etudes Commerciales, Montréal, 1960. $ 3.75

Initiation à l'économie politique, relié, 4e édition, 444 pp. Collection: « Bibliothèque économique et sociale ». Editions Fides, Montréal, 1966. $ 5.00

Pour orienter nos libertés, broché. 280 pp. Collection : « Bibliothèque économique et sociale ». Editions Fides, Montréal, 1969. $ 5.00

Statistiques manufacturières du Québec, broché, 167 pp. Les Presses des Hautes Etudes Commerciales, Montréal, 1966. $ 3.00

ARES, Richard, s.j

Dossier sur le Pacte fédératif de 1867. La Confédération: pacte ou loi?, broché, 264 pp., 2e édition. Editions Bellarmin, Montréal, 1967. $ 5.00

Notre question nationale, Vol. II. — Positions de principes, broché, 250 pp. Editions de l'Action Nationale, Montréal, 1946. $ 1.00

Notre question nationale, Vol. III. — Positions patriotiques et nationales, broché, 230 pp. Editions de l'Action Nationale, Montréal, 1947. $ 1.00

ARCHAMBAULT, Germain

Le taxi: métier de crève-faim, broché, 94 pp. Editions Parti Pris, Montréal, 1964. $ 1.00

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La planification économique dans un Etat fédératif, broché, 68 pp. (Symposium tenu le 2 novembre 1963). Les Presses de l'Université Laval, Québec, 1965. $ 1.25

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Foreword

A book that cannot be found might as well not exist. ıerto booksellers and librarians who were seeking a ıdian publication - even a relatively recent one - have quently had to do much searching and write many letters of ıiry before they could ascertain whether or not it was ll in print. The process was both frustrating and costly. se long-awaited volumes should make it a thing of the past. ir purpose is to enable anyone to ascertain in a few ents whether a given title is available, and, if so, where can be obtained and at what price.

Canadian Books in Print has been a co-operative project in ch publishers, booksellers and librarians have pooled their orts with notable success. The National Library hopes to n this consortium and to be able to contribute to future tions entries for many worthwhile regional and privately ›duced publications that are not distributed through the ıal trade channels.

The compilation of these volumes has also been a ultural project, in which French and English editors have ked together to produce a catalogue that is fully ›resentative of Canadian publications in both languages. : result should be a much greater knowledge and appreciation each cultural group of the variety and number of books ›lished in the other language.

The total number of books listed - over 10,000 - is ›bably greater than most people expected, but it is small ıpared with the 200,000 titles listed in the comparable :alogues published in the United Kingdom and in the United ıtes and the tens of thousands of books in print in France. leed, one of the reasons why the total is relatively small precisely because this vast array of books produced abroad continually pressing its way into the Canadian market. ıs makes it all the more essential that up-to-date formation about the existence and availability of Canadian ›lications should be readily at hand in bookshops and ›raries.

One one the basic bibliographical tools Canada has long ›ded are coming into existence. The National Library has ›n able to provide an adequate current bibliography of books

first edition of Canadian Books in Print/Catalogue des Livres Canadiens en Librairie is another long step forward, and a most satisfying way in which to celebrate this Centennial year.

W. Kaye Lamb
National Librarian

Avant-propos

Si un livre est introuvable, autant vaudrait qu'il n'existe pas. Jusqu'ici, les libraires et les bibliothécaires canadiens en quête d'une publication d'origine canadienne - même relativement récente - ont dû très souvent se livrer à de longues recherches et expédier plusieurs demandes de renseignements afin de s'assurer que telle publication est toujours disponible - procédé à la fois coûteux et agaçant. Ces deux volumes tant attendus devraient mettre fin à ce procédé. Leur but est de faciliter à chacun la tâche de déterminer sans délai si un titre est en librairie ou non, et dans l'affirmative, d'indiquer l'endroit où on peut se le procurer et à quel prix.

Canadian Books in Print/Catalogue des livres canadiens en librairie est un projet de collaboration auquel ont participé, avec un succès remarquable, des maisons d'édition, des libraires et des bibliothécaires. La Bibliothèque Nationale du Canada espère pouvoir s'associer à ce consortium en contribuant aux éditions futures les indications sur des ouvrages régionaux ou des livres édités à compte d'auteur qui méritent dêtre connus mais dont la distribution ne se fait pas par les voies commerciales habituelles.

La préparation de ces volumes a fait l'objet d'un projet biculturel auquel des rédacteurs de langue française et de langue anglaise ont collaboré pour produire un catalogue qui embrasse la totalité des publications canadiennes dans les deux langues. L'un des résultats de l'entreprise sera de permettre à chaque groupe culturel de mieux connaître et apprécier la quantité et la variété des livres publiés dans l'autre langue.

Le nombre de titres qui figurent au catalogue - plus de 10,000 - est sans doute beaucoup plus élevé qu'on ne l'avait prévu; il est toutefois bien modeste si on le compare aux 200,000 titres des catalogues semblables publiés au Royaume-Uni et aux États-Unis, et aux dizaines de milliers de livres

En effet, le fait que notre liste est relativement petite s'explique précisément en partie par l'arrivée continuelle sur le marché canadien de ce flot d'ouvrages publiés outre-mer. Il importe d'autant plus qu'on puisse trouver facilement dans les librairies et les bibliothèques des renseignements récents sur l'existence et la disponibilité d'ouvrages canadiens.

Les outils indispensables du travail bibliographique, qui manquaient depuis longtemps au Canada, font ainsi leur apparition les uns après les autres. La Bibliothèque Nationale du Canada s'est vue en mesure de fournir une bibliographie fort complète des livres publiés au Canada ou des ouvrages relatifs au pays qui sont actuellement disponibles; elle publiera sous peu la première d'une série de bibliographies rétrospectives consacrées aux années 1867 à 1900. La publication de la première édition de Canadian Books in Print/ Catalogue des livres canadiens en librairie est un nouveau grand pas en avant, et constitue un événement tout à fait digne de marquer notre centenaire.

W. Kaye Lamb
Bibliothécaire national

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

COUNCIL OF ONTARIO UNIVERSITIES

JUNE 3, 1971

Statement to the Royal Commission on
Book Publishing
from
the Council of Ontario Universities

The Council of Ontario Universities shares with the Government of Ontario the concern which has led to the establishment of the Royal Commission on Book Publishing. The reasons for the Council's concern are perhaps obvious, but they are sufficiently important that they should be stated.

The universities on behalf of whom the Council may claim to speak are Canadian universities and, in significant measure, serve a Canadian community. On their own behalf, and on behalf, as well, of the community they serve, they are concerned to preserve the channels through which national values and perceptions are preserved and transmitted and to see that the national experience is made intelligible to the whole community whether they be members of the universities or the public at large. In articulating, in speaking to, in explaining the national consciousness and experience, the publishing industry assumes an important role. Scholarly works and textbooks on a wide range of subjects from art to sociology, to say nothing of novels and poetry, play a major part in defining and elucidating the nature of any culture, and they can be particularly important in the case of a society which is the heir to many cultures and which, at this point in history, lives in the shadow of a society which functions as a major determinant of a world culture.

The use of the word 'culture' may give rise to two hoary old questions endemic to Canada's national identity crisis: is there such a thing as a Canadian culture? and can 'culture' be created, preserved or fostered, as a matter of public policy? To the first we would answer simply that in the Canadian experience, tra-

ditions and institutions there are things which are valuable, pleasurable and unique; that by virtue of this they are worthy of preservation and of understanding. To the second, we would reply, with T.S. Eliot, that, to be sure "culture . . . cannot be deliberately aimed at. It is the product of more or less harmonious activities, each pursued for its own sake", but at the same time we may recognize those "activities, each pursued for its own sake" which contribute to the enrichment of the community, and we may, therefore, seek to create an atmosphere in which such activities may take place. Writing, and especially the writing of the scholar, the teacher, the novelist and the poet, is surely one of those activities.

The question may still be asked, however, as to whether there is any clear and present danger to Canada and her universities from the present state of the publishing industry. We believe that there may well be.

In 1961 the O'Leary Federal Royal Commission on Publications published its report. While that Commission was primarily concerned with the periodicals industry, much of what it said could be applied mutatis mutandis to the book publishing industry:

> Every nation must provide within itself the means of maintaining stability. In North America today this function is largely directed and exercised through the communications media . . . It is a process of suggestion and of persuasion, the very essence of democracy. Without it, without the printed word, without media of information, of disputation, of criticism, there could be no progressive social action, no meaningful political purpose in a free society.
>
> In this role, communications are the thread which binds together the fibres of a nation. They can protect a nation's values and encourage their practice. They can make democratic government possible and better government probable. They can soften sectional asperities and bring honorable compromises. They can inform and educate in the arts, the sciences and commerce. They can help market a nation's products and promote its material wealth. In these functions it may be claimed--claimed without much challenge--that the communications of a nation are as vital to its life as its defences, and should receive at least as great a measure of national protection . . .

> The theory on which communications media have been granted immunity from the State--this apart from our allegiance to freedom--is that with a sufficiency of voices the shortcomings or excesses of some are corrected or counterbalanced by the virtues of others. Fundamental principles of our society apply, namely: reliance on competition, on fighting faiths taking their chances in the market place of ideas. But what we are compelled to ask ourselves now--what this Commission has had to consider--is the stark question of what may happen to our Canadian society, to our future social action, if this competition of voices should disappear? . . .
>
> The most glowing picture of the Canadian periodical industry indicates a degree of centralization which will inevitably result in the domestic periodical medium falling more and more into the hands of a very few publishers. Worse still than the elimination of competition among Canadian voices, is the possibility of there being no Canadian voices at all.

The last paragraph cited is particularly relevant to the present case and also makes a point that the Council would wish to emphasize. We are not urging that Canada or her universities be placed in hermetically sealed jars: not only does the country and its universities benefit from international cultural influences but in the case of book publishing particularly, foreign publishing houses presently publish a number of basic, seminal works by Canadians or about Canada that are widely used as texts in Canadian universities. The concern rather is that the Canadian voice continue to be heard: that there be a Canadian industry sufficiently healthy to ensure that foreign firms publish Canadian books if they wish to compete in the Canadian market; that there be a industry sufficiently healthy to ensure that our academic works, novels and poetry can be 'carried' by the profitability of trade books when the market for academic works, novels and poetry may be comparatively small and the costs of production high; that there be an industry sufficiently healthy that decisions on what will be published will be made in Canada and not elsewhere. The argument, therefore, is not that we have been invariably badly served, or that we inevitably will be, by foreign dominance of our publications industry, but rather that there, as in any vital natural resource or industry, reliance on external capital and ownership may create a dependency at precisely the time when independence and flex-

ibility are most needed. Bearing in mind that publishing is an industry and subject to the normal economic pressures, we argue simply that it is folly to place our cultural survival any more than necessary at the mercies of economic conditions and fiscal policies over which we have no control or influence.

The community for which the Council of Ontario Universities speaks is sufficiently heterogeneous that it would be improper for the Council to urge specific recommendations upon the Commission particularly where such recommendations might well involve substantial debate over their economic, political and philosophical implications. Nonetheless the Council respectfully submits that there are two areas that are crucial if the general objectives posited earlier in this statement are to be achieved. The first is to find means of providing assistance, whether direct or indirect to new publishing houses and to existing ones facing financial difficulties; the second is to provide for legislation establishing either guidelines or minimal criteria relating to the ownership, control and sale of publishing houses. Assistance should be provided in particular to facilitate the publication of Canadian titles, in both languages, and to make possible the translation of Canadian works into both English and French. Such assistance, besides recognizing the importance of the availability of Canadian titles, would also recognize the economic fact that publishing firms are at a disadvantage in securing loans or offering stock relative to other enterprises where risks are lower and returns higher. This factor contributes to the vulnerability of publishing house to foreign takeover and leads, of course, to our second concern that ownership, control and sale be made subject to public regulation.

Action in the areas of assistance or ownership may, prima facie, involve interference with the so-called free market but, as we are sure it is unnecessary to point out, our public philosophy has never been absolutist or dogmatic in these matters and we have dealt in one or both of these types of measures in respect to

broadcasting, film production, financial institutions and certain natural resources. The principle upon which public action was taken in these cases was that a perceived national interest was involved. In the view of the Council a national interest is involved in keeping a healthy book publishing industry alive in Canada and we would urge upon the Commission the importance of that objective and the need for measures to ensure its achievement.

A.D. Dunton,
J.A. Gibson,
W. F. W. Neville, Chairman.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

MR. LOVAT DICKSON

JUNE 3, 1971

BRIEF

TO: The Royal Commission On Publishing

FROM: Lovat Dickson
21 Dale Avenue,
Toronto,5.

I should begin by making an attempt to justify my intervention in these hearings. I am a Canadian by upbringing who has spent his entire working life in publishing abroad, but who has always had a personal connection with Canadian publishing. I began my career as a publisher in London in 1932, with £5,000 of borrowed capital, and a commission from the Canadian and New York Macmillan Companies to find them British books. Later, when I joined London Macmillan's, I was the Director responsible for all the dealings with the Canadian and American Houses. It was also my responsibility to purchase their books for resale in the United Kingdom and Commonwealth. Finally, I was a member of the Committee set up after the War to meet with a delegation of Canadian publishers to deal with problems for the British book arising in Canada due to the American takeover of this market during the War.

I have thus never lost my connection with Canadian publishing, and I have been well aware of its problems all along. When I returned to settle in Canada in 1967, it was with the intention of starting a publishing firm here of my own. For I thought I knew what the solution to the main problem was. Publishing in Canada-excluding schoolbooks-was almost wholly an importing business, waterlogged and almost sinking on the rough competitive seas of post-war publishing by having to deal with a fifty-thousand per annum Anglo-American output on capital resources geared to a ten thousand per annum output when prices were only one-fifth of what they are now. Selectivity was the answer to that. Also while I knew that it had always been taken for granted by British and American publishers that the Canadian market was a subsidiary, or to use the old term Colonial one, belonging to whichever of them had got there first, and that any attempt to break this stranglehold would be met with anguished cries+ I was encouraged by the success, limited but promising, which Australian publishers had had in achieving independence in their own market from British domination to belive that in Canada, which British publishers had already in their minds delivered over to the Americans, my chances would be more

+ For a fully documented history of the battle between A American and British publishers for the Canadian market see R.J.L.Kingsford, The Publishers Association, 1896-1956, pps 190-208

hopeful, especially as Canada was not in the sterling area where the importation of American books was checked by Exchange Control regulations. Would British publishers mind very much if I took the Canadian rights of a book they were publishing, and made its-their-author happy by paying him a royalty on the Canadian retail price, instead of the export royalty, usually 10% of the invoice price, which was usually 50% of the retail price, a very different thing?

No new publisher in Canada can live by the sales of Canadian books alone. Yet no publisher can survive in Canada as a mere importer of books. That is the quandary, and there seemed only one way to solve it: to acquire the Canadian rights in the work of a number of well-established British and American writers which would generate the cash flow necessary to keep my business going until I could find a sufficient number of Canadian authors whose work I could interest British and American publishers in, so that they could be published internationally and simultaneously. There was, of course, much more to it than this very brief outline optimistically suggests. But all I want to emphasize here is that fundamental to the whole plan was the acquisition of separate Canadian rights of those British or American books I selected for publication.

I formed Lovat Dickson Limited with my own capital in 1968, and I spent the next eighteen months and several thousand dollars of my capital, in making contacts, and in some cases option contracts, with those Canadian authors in whose work I was interested, and in working closely with them in editing their manuscripts to international standards. I also had the expense of visiting publishers and agents in New York and London.

In the outcome, none of these books has been published by Lovat Dickson Limited, and I have released those authors I had under contract. For in the outcome I found that it was not possible to acquire the Canadian rights of any book for which contracts are to be written by American or British publishers. I can only sub-lease these rights from the American or the British publisher, who is not willing to release them without the payment of a double royalty, or a fifty per cent share with the author of the author's royalty. But not always even then. Some did not wish to disturb their agencies, some saw in this a threat to their established markets, and some a precedent which might be followed in other far-flung markets. My enterprise had to be suspended. It has not been abandoned, but I have to find another way around this barrier . For it cannot be right that the Canadian publishing industry should be locked into this trap, the key to which is nearly exclusively in the hands of British and American publishers.

As I undertstand it, this Commission was invited to enquire, amongst other matters, into "the economic, cultural and social consequences of substantial ownership or control of publishing firms by foreign corporations". It was during these hearings, I believe, that Mr. Clark, of Clarke Irwin, said that he could not imagine people who controlled a publishing firm financially but did not participate directly in the skills of running it, ever venturing to interfere with the selection of books published. I think anyone with any publishing experience would agree to that.

The area from which danger threatens is not financial control, but from the agency arrangements which compel the majority of Canadian publishers to publish books issued by their British and American Principals on terms which offer them no financial advantage if and when a book is reprinted. There are no profits in first printings as a rule. A publisher's profit comes from making good inventory. But the Canadian publisher adds imported books to his inventory at the same price always, or even at a higher one if the published price should be increased. From the three fundamental steps in publishing,—selecting the right book, printing the right number, fixing the right price—he is removed. His response is that of the automatic reflex, like nothing so much in this as Professor Pavlov's dog, who barked and licked his chops when the dinner bell was rung, even though surgery had removed his stomach.

There are, to my mind, three main reasons why the agency arrangements which dominate the Canadian publishing scene are damaging. I will put them under the heads of a) the change in the population factor, b) the increase in the number of titles published in Britain and the U.S.A. and c) the block it imposes on free trade in English language books.

a) The population of Canada has doubled since 1940, and the greater part of this increase is represented by New Canadians. In the same period the nature of Canadian society has changed; it now has an urban instead of a rural base. The old regional way of life has been broken down by this factor, and also by air-travel, the universal automobile, better standards of living over a ~~wider~~ broader section of the population; and, of course, by the immigrants from other lands, who came here to be Canadians, not regionalists. We have a new audience, with new attitudes; and we have serving it a largely antiquated publishing industry which maintains a precarious existence by importing books with different cultural consciousnesses, which they can't be expected to water down to suit us. We are beginning to have an awareness of ourselves as a separate people, with no animus against other cultures, really with an admiration for the dominant

neighbouring one, but hungry for something of our own, and not satisfied by expensive, illustrated books glorifying Canadian scenery or the Canadian past, often heavily subsidised by the Canada Council. Such books do nothing for the young Canadian, native or new, conscious of being part of a national community, and wanting to be articulate about it. Nobody, and no amount of money, can summon into being for these people a literature that does not yet exist. To puff up the second-rate, because there is nothing first-rate, is to do the worst possible service to them and to our future. What we can do in the absence of the first-rate is to cut out the third- and fourth-rate. This is the gravamen of my charge against the agency system, that by the very nature of the arrangement an agent has to import all the books his Principals publish. A bad British or American book automatically becomes a bad Canadian book.

b) The agency system was workable and profitable when five thousand new titles were published annually in Britain and the U.S. But now over 25,000 new books are published annually in the United States, and over 30,000 new books are published in Britain. A much smaller percentage than is supposed appear in British and American editions, something in the nature of 5% only, I believe- although my figures are not up-to-date on this. As all British and American publishers are represented in Canada, this means that here over 50,000 titles a year go through a form of publishing, giving Canada the doubtful distinction of publishing more books than any country in the world save the U.S.S.R.

c) the block it imposes on free trade in books. With a few notable exceptions no author can live, even in the U.S. or Britain, on his home sales alone; and certainly no Canadian author can live on his Canadian sales alone. Publishing has passed out of the stage of being a cottage industry, and professional writing has passed out of the phase of devoting itself to regional and local interests. High costs have forced writing, as well as publishing, to become international business. That is why the hopeful Canadian author too often sends his manuscript to New York or London, and is uncomplaining when he receives on copies sold in Canada as "exports" a half-royalty. Better a dinner of herbs locally if world-wide fame is a possibility, than a satisfying home dinner with no distinction therewith.

The action required, in my respectful submission, is to amend the Canadian Copyright Act. I understand that a Committee is sitting in Ottawa at this moment to consider amendments to the Act. The flood of books entering Canada does so under the protection of the Universal Copyright Convention. The same is true of books entering Britain and the United States. But in the United Kingdom, the deposit of copies at the British Museum and the five other National Libraries is necessary to register copyright; and in the United States an ad interim form of copyright, which must be obtained by the deposit of copies at the Library of Congress and the payment of a fee, offers only limited protection, which can eventually only be converted into copyright for the full term by American manufacture. It will be seen that something has to be done in both these cases. But I understand that Canadian publishers take no steps to obtain copyright except for authors resident in Canada.

These facts, well-known to everyone, are recapitulated here only to show that the first step to liberate the Canadian market from the outside dominance that is impeding its growth must be taken by legislative action on the part of the Federal government.

The manufacture clause is one that is hateful to everyone who believes in the free exchange of thought. But I can see no reason why all books imported into Canada under the protection of the U.C.C. should not, like books manufactured here, be required to register copyright at Ottawa, with the payment of the fee laid down in the Canadian Copyright Rules, and the deposit of copies at the National Library.

I would go further. I would urge that such registration might provide ad interim protection for a period of, say, three years; a sufficient time for a publisher to enjoy protection for any book unlikely to sell more than a few hundred copies, and to give him time to consider manufacturing. This would involve at least printing a Canadian copyright notice on the verso of the title page, and this element of manufacture, with its cost and trouble , would be sufficient to prevent the dog-in-the-manger attitude which prevails at the moment, where an ownership right is exercised without any compensating responsibility being called for, with great deprivation to aspiring publishers who are ready and anxious to assume this responsibility.

To sum up: Publishing is a high-risk business, and is made more so in Canada by the heavy reliance on imported books. Considerable experience, and good judgment as well as more capital, are required if the young publisher is to engage in the risky business of general literature publishing by manufacture or direct contract. He cannot live by Canadian books alone, and he must have access to the work of English and American writers. It was exactly in this way that modern American publishing, after the Depression, got under way. Before then, eight out of ten books on the American best-seller lists were English in origin. Today, not more than two or three out of ten are.

English and American publishers will not easily yield up the Canadian market, which they regard as theirs traditionally. But they will have to do so if we are to survive. I have recommended an amendment to the Canadian Copyright Act. It is obvious that as well prssure at the highest government levels applied to the official trade bodies in London and New York will be needed. Nor will Canadian publishers be universally happy to divest themselves of their agencies. In some cases they won't be able to, because they are owned by their Principals. In other cases where there is more freedom, the change contemplated will seem almost as revolutionary as the action faced by Britain in going over to the decimal system.

But inevitably it will come about because the Canadian publisher has to have access to, and the power to select from and to reject, any of all books in the English language. This can be sooner done if the Government helps us, not only with legislative action at the Federal level, but with the pressures it can exert through friendly governments on their traders. What is needed is a change of attitude at home as well as abroad, and in my respectful submission it will help to achieve this if the Commissioners were to find themselves persuaded to recommend in their Report to the Government of Ontario the setting up of a General Book Council drawn from <u>all</u> members of the Trade-Booksellers, Librarians, authors and Literary Editors-, as well as publishers, with representatives of the Board of Trade and of general bodies who are large purchasers of books, such as The Institute of International Affairs, whose duty it would be to act as a medium between the Government and publishers, to offer what advice and guidance their collective wisdom and experience can supply, and thereby anticipate crises of the kind which were responsible for calling this Royal Commission into being.

Respectfully submitted,

Lovat Dickson

Lovat Dickson

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

UNIVERSITY OF WESTERN ONTARIO
FACULTY OF LAW

JUNE 3, 1971

BRIEF

TO THE

ROYAL COMMISSION ON

BOOK PUBLISHING

Submitted by:

B. J. Arnold
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Faculty of Law

May 28, 1971

INTRODUCTION

This brief will deal exclusively with the problems generated by foreign ownership or foreign control of the Canadian book publishing industry. It will attempt to place the problems of foreign ownership and control of Canadian book publishers in perspective with respect to the Canadian publishing industry, the Canadian communications industry, and other Canadian industries. It will evaluate the disadvantages and the advantages of foreign ownership or control of the Canadian book publishing industry. Finally, it will make some suggestions for legislative action by the government.

BACKGROUND

In the past ten years foreign ownership of the Canadian economy has become a matter of passionate public concern. The foreign takeovers of the Mercantile Bank and Denison Mines, for example, caused not only strong public outcrys but also strong legislative responses. Foreign investment in most federally incorporated Canadian financial institutions (banks, life insurance companies, trust and loan companies, sales finance and consumer loan companies) is now restricted to 25 percent of the issued and outstanding capital stock. The sale of Denison Mines to a non-Canadian company was blocked by the government and is now the subject of legal action. Neither governmental concern nor action have been limited to financial institutions and uranium mines. In the communications industry, of which the book publishing industry is a part, the government directed the Canadian Radio and Television Commission in 1969 to enforce

stringent limitations on the foreign ownership and control of companies licensed under the Broadcasting Act. More generally the External Affairs Committee of the House of Commons recently recommended that legislation be introduced restricting foreign ownership of all Canadian companies to less than 50 percent.

It is not only the Canadian economy which is threatened by foreign domination. Canadian culture is also subject to enormous external pressure especially from the United States. American books, magazines, newspapers, radio, and television substantially influence or perhaps even control Canadian values and opinions. The problem is a relatively recent one since it is only in the last twenty-five years that the United States has possessed the technology necessary to extend its culture to the entire North American continent. Widespread Canadian concern about the problem of American cultural dominance is also a recent phenomenon, the only governmental action with respect to the problem coming in the last few years. The Report of the Royal Commission on National Development in the Arts, Letters and Sciences (commonly known as the Massey Commission after the chairman, Vincent Massey) in 1951 was the first important public statement of the danger of American cultural dominance. The Report of the Royal Commission on Publications in 1961 echoed the earlier warnings of the Massey Commission and led to tax measures discouraging foreign ownership of Canadian magazines and newspapers. The first significant action to deal with the problem was taken by the Canadian Radio and Television Commission in 1970 when it adopted rules providing that a certain minimum percentage of the broadcasting content of Canadian radio and television stations had to be Canadian in origin.

It is in this context that foreign investment in the Canadian book publishing industry must be examined.

A recent statistical study commissioned by the federal Department of Industry, Trade and Commerce indicates that, on the basis of statistics alone, there is cause for concern about foreign ownership and control of Canadian book publishers. Of the estimated total number of books sold in Canada in 1969 only 35 percent were published in Canada and of this 35 percent, 10 percent were foreign books to which Canadian publishers made minor editorial changes. Over 50 percent of all books sold in Canada are published in the United States. Since an estimated 50 percent of Canadian publishers are controlled by non-residents, 35 percent by residents of the United States, only 6.9 percent of all books sold in Canada in 1969 were published by Canadian controlled publishing companies. If the adapted books are excluded from the figures only 5 percent of all books sold were written by Canadians as well as published and manufactured by Canadian controlled publishers. To put it in a different way, more than 80 percent of the publishing done in Canada in 1969 was performed by foreign controlled publishing companies.

These statistics are revealing in two important respects. First, the dominant position of foreign controlled firms in the Canadian book publishing industry is clearly established. Their position becomes overwhelming when one considers that, since these statistics were developed, both Ryerson Press and the textbook division of W. J. Gage have been taken over by American publishing companies. Second and equally clear, is the fact that the Canadian book publishers, both Canadian and foreign controlled, are not the most important source of books for the Canadian public. Almost two-thirds of the books sold in Canada in 1969 were imported.

But the Canadian book publishing industry is not unique in this regard. The Royal Commission on Publications in 1961 reported that in 1959 Canadian periodicals accounted for less than 25 percent of total magazine sales. Before the implementation of the Canadian content rules, most of the program content of Canadian radio and television stations was foreign and cable television continues to bring the entire programming of several American stations to many Canadians. In the entire communications industry only Canadian newspapers seem to be in a strong position with respect to foreign competition.

It should be apparent from the preceding introduction that there are really two interrelated problems of the Canadian book publishing industry about which Canadian nationalists are concerned, namely, foreign ownership and foreign competition in the form of imported books. It should also be apparent that these problems are not peculiar to the book publishing industry. The problems exist, to a greater or lesser degree, in most aspects of the communications industry in Canada. As a result most, if not all, of the arguments about to be considered apply equally to the Canadian communications industry as a whole; and most, if not all, of the suggestions for legislative action apply to the entire communications industry.

FOREIGN CONTROL OF CANADIAN BOOK PUBLISHING COMPANIES: THE DISADVANTAGES

Since the takeovers of Ryerson Press and the textbook division of W. J. Gage Ltd. many demands have been made for legislative action, on either the provincial or federal level, to prevent further takeovers of Canadian book publishers. These demands have very seldom been supported by reasons for such prophylactic measures and most of them seem to be made on the basis of intuition and emotion.

This section of the brief will evaluate the arguments advanced against foreign ownership or control of Canadian book publishers. Although some of the arguments have peculiar applications to the book publishing industry most of them have been made more generally with respect to the question of foreign ownership of the Canadian economy.

First, it might be argued that a foreign owned or controlled publishing house will have a different publishing policy than a purely Canadian company. Non-resident controlled publishers will not publish the literary efforts of Canadian authors and poets which are not commercially profitable but which are essential to a vigorous and independent Canadian culture. The assumption underlying the argument is that Canadian publishers will publish books that are unprofitable. The assumption is subject to question since most business decisions are governed primarily by the profit motive and not by nationalistic concerns. However, publishers may be different from most businessmen. As the independent study commissioned by the Department of Industry, Trade and Commerce found, "the industry is run more as an artistic and creative endeavour than a money making business." Accepting this finding, it is possible that the publishing policy of a foreign controlled company might be marginally different from that of a

Canadian controlled company and therefore might possibly prejudice the publication of some Canadian books. However, it is more likely that the lack of capital is preventing the publication of more books written by Canadians. Many Canadian books have been published by foreign controlled publishing companies. Since these foreign controlled companies have sources of capital not available to Canadian controlled publishers they are in a better position to take risks on books written by Canadians.

Second, there is the possibility that foreign controlled Canadian publishing companies behave differently from Canadian controlled companies in ways other than their publishing policy. Do foreign controlled Canadian publishers discriminate against Canadians with respect to technical and professional positions or management positions? Do they import more than Canadian controlled firms and export less? Are their commercial policies different? There is very little reliable information with respect to these questions concerning not only foreign controlled Canadian publishing companies but all foreign controlled companies. The studies that have been done conclude that generally foreign controlled companies do not behave very differently from Canadian companies; and the same conclusion is probably accurate with respect to the publishing industry. If high level management positions in the foreign controlled publishing companies are occupied by non-Canadians, it is not without justification; the performance of Canadian managerial talent in the publishing industry has been less than sparkling. Whether foreign controlled publishers have more of their book manufacturing requirements satisfied by non-Canadian firms than Canadian publishers is open to question. Being "visible" as a result of their foreign control and therefore, being sensitive to nationalistic feelings of Canadians it is likely that, price and quality

being equal, foreign controlled publishers have as much of their book manufacturing requirements performed in Canada as Canadian companies. If this hypothesis proves inaccurate it would not be difficult for the government to deal with the problem without broad restrictions on foreign ownership. A clause in the Copyright Act withholding copyright protection to publishers who have their books manufactured outside Canada would effectively deal with this problem. There is a similar clause in the United States law.

Third, it has often been argued that foreign controlled Canadian companies have an unfair competitive advantage as a result of their foreign connections. Foreign controlled Canadian publishers act as Canadian distributors for the books published by their parent companies. But Canadian publishers have traditionally acted as distributors for foreign publishers as well and there is no evidence that foreign controlled Canadian publishers have any advantage in competing for the agency business of foreign publishers other than their own parent companies. Recently, however, this profitable sideline of the Canadian publishing industry has been threatened by the large Canadian book buyers, libraries, university bookstores and even provincial educational authorities, who are purchasing books directly from the foreign publisher rather than its Canadian distributor. Restricting foreign control of Canadian book publishers will not assist the Canadian publishers in their capacities as distributors. If direct foreign book purchases were somehow curtailed, it might then be validly argued that foreign control of Canadian book publishers ought to be restricted since foreign controlled publishers have a competitive advantage with respect to distributing the books published by their parent corporations. When one considers that the agency business is not

an essential part of publishing the preceding argument does not seem to be a very strong one for restricting foreign ownership in the Canadian publishing industry.

Fourth, it is often said that foreign ownership and control cannot be tolerated in an industry which is so important to the identity and the cultural growth and well-being of a nation. Indeed, it is difficult to deny the fact that the entire communications industry, because of its cultural significance, is a key sector of the Canadian economy. Accepting this proposition, however, does not necessarily lead to the conclusion that foreign controlled companies should be excluded. That conclusion requires the additional inference that a foreign controlled company in the communications industry cannot be as responsible a Canadian corporate citizen as a Canadian company. As I have attempted to point out there is little evidence for such an inference.

Fifth, there is the problem of extraterritoriality. Some people regard the Canadian subsidiaries of foreign parent corporations as agencies, of the government of the foreign country in which the parent is incorporated, carrying out the policies of that government. While it is doubtful that the parent corporation and the Canadian subsidiary see themselves in such a close relationship with governments, there is some truth to the argument. The United States government has in the past used the foreign subsidiaries of American corporations to carry out its policies. Antitrust law and the Trading with the Enemy Act are two examples of the potential intrusion of American law into Canada. Neither of these examples would seem to very seriously affect Canadian publishing companies controlled by Americans. The United States Foreign Direct Investment Program would apply to any Canadian publishing company in which an

American resident owned 10 percent of the voting stock, but for a special exemption for Canada from the program. Since American balance of payments problems show few signs of improvement there is the distinct possibility that the program might be extended to include Canada. In that event, Canadian publishing companies controlled from the United States would in some circumstances be under an obligation to repatriate a part of their earnings. Since, as we shall see, the provision of needed capital is the most important benefit of foreign investment in the Canadian publishing industry, the extraterritorial application of an American law, which would make Canadian government policy meaningless, would be a serious impairment of the sovereignty of the government. Therefore, even though at present the problems are not serious, the possibility of the extraterritorial application of American law is a factor to be weighed in assessing the desirability of direct foreign investment.

Sixth, there is the feeling that multinational corporations are somehow immune from governmental regulation. It is true that a multinational corporation is more able to exploit loopholes in a regulatory scheme than a purely domestic company. It has access to more capital markets; it can shift parts of its operations from one country to another if such moves are advantageous; and with operations in several different countries it can artificially structure transactions to minimize its corporate taxes on a global scale. The governments of Canada can take these things into account in regulating foreign controlled companies; together they have plenary power to regulate companies doing business in Canada. If multinational companies are able to evade national regulatory

schemes it is because those schemes are not constructed with sufficient sophistication, not because the government lacks regulatory power.

FOREIGN OWNERSHIP OR CONTROL OF CANADIAN PUBLISHING COMPANIES - THE ADVANTAGES

The primary benefit derived from foreign ownership of Canadian publishing companies is the increased availability of capital. This additional capital theoretically allows the publication of more books written by Canadians, the payment of higher royalties to authors, and the better marketing and distribution of books. Unfortunately for Canadians, foreign investors are reluctant to supply large amounts of capital without retaining control. Of the other benefits of foreign direct investment which are often cited with regard to Canadian industry generally, more advanced technology, specialized services, greater access to international markets, better entreprenuerial know-how, and increased competition only the last two would seem to be particularly relevant to the Canadian publishing industry. I have already referred to the rather dismal performance of management in the Canadian publishing industry. Assessing the effect of competition in the industry is a more difficult question. One must, at least, suspect that the motive underlying the publishers request for restrictions on foreign ownership is a selfish, anti-competitive motive, especially when it is accompanied by a request for import restrictions. The government should be very cautious not to encourage inefficiency in the publishing industry under the guise of restricting foreign ownership.

BALANCING ADVANTAGES AND DISADVANTAGES

Upon an economic cost-benefit analysis it seems obvious that direct foreign investment in the Canadian publishing industry is beneficial for Canada

in the economic sense. However, a strictly economic analysis is insufficient in this situation; there are cultural, political and social costs which must also be taken into account.

There would seem to be two very closely related arguments justifying the restriction of foreign ownership or control of Canadian publishing companies. First, it can be argued that there is a trend toward the economic integration of Canada and the United States and that, given economic integration, political integration is inevitable. This argument involves the weighing of three factors: the costs of political integration, the benefits of economic integration and the likelihood of political integration. The cost of political integration, the disappearance of Canada as an independent nation, is so serious that it should not be necessary to show a high probability of political integration. The possibility of such a result should be enough to justify some prophylactic measures by the government. Second, even if one does not agree that political integration is possible, it can be argued that the increasing cultural, and economic dependence of Canada on the United States will make it impossible for Canada to adopt policies displeasing to United States. Therefore, Canada must ensure a sufficient degree of cultural and economic independence and the resulting political independence. This argument is, in reality, only a subtle variation of the first argument for in neither situation would there be an independent Canadian nation.

There can be no doubt that Canada is economically dependent on the United States. The last minute exemption of Canada from the Foreign Direct Investment Program was based on the "unique financial interpendence" of Canada and the United States and"the special position"of Canada vis à vis the United States. Nor can the cultural dominance of Canada by the United States be doubted. We watch their television programs, listen to their songs, and read their magazines and books. The time for governmental action has arrived;

the tide of economic integration and cultural assimilation must be retarded if not stopped altogether.

These arguments are meant to justify broad legislative measures with respect to foreign ownership and control of the Canadian economy. The proposal of the Standing Committee on External Affairs and National Defence, that all Canadian companies have at least 51 percent of their voting shares owned by Canadians is an example of such a broad measure and would obviously include Canadian publishing companies. However, the Standing Committee realized that because of capital requirements, 51 percent ownership by Canadians was not possible in all sections of the economy. As a result it might be necessary, initially, to restrict foreign ownership only in the "key" sectors of the economy. Communications would seem to be one of these "key" sectors because of its cultural and social importance, and the book publishing industry is a part of the communications sector of the economy. The point which must be emphasized is that, it is only as part of the larger communications industry or Canadian industry generally, that foreign ownership in the book publishing industry would be restricted. Upon my analysis of the issues there is no justification for special treatment of foreign ownership in the book publishing industry.

THE PROBLEM OF IMPORTED BOOKS

If the result of restricting foreign ownership of the Canadian economy is to increase foreign, especially American, imports, then Canada's economic dependence on the United States will only be reduced to the extent Canada can shift her import requirements from the United States to other foreign countries. In short, restricting foreign ownership or control of Canadian companies is not enough; it must be accompanied by restrictions

on foreign companies doing business in Canada and import restrictions. If foreign companies can simply carry on business in Canada through a branch in the same way as they presently carry on business through Canadian subsidiaries, the restrictions of foreign ownership of Canadian compnies could be easily avoided. There are, however, certain tax consequences which would tend to discourage foreign companies from carrying on business in Canada through an unincorporated entity.

With respect to the publishing industry the most difficult problem is that of imported books. The overwhelming majority of books sold in Canada are foreign. Most of the textbooks used in Canadian universities are foreign, especially American, and even some of the primary and secondary school textbooks are foreign. Many people find this situation intolerable and inconsistent with the development of an independent Canadian culture.

The problem is really one of cultural rather than economic dominance and it applies to magazines, radio and television as well as the publication of books. The federal government has already taken some action with respect to magazines, radio and television. In 1965 tax measures, relating to the deductibility of advertising expenses, were enacted to improve the position of Canadian periodicals vis à vis foreign periodicals. In 1970 the Canadian Radio and Television Commission introduced regulations providing for a minimum amount of Canadian content in the programming of Canadian radio and television stations. The Canadian content rules represent a very strong reaction to the problem of foreign cultural dominance. The question we must confront is whether parallel regulations should be implemented with respect to books.

While the policy underlying the Canadian content rules is somewhat difficult to discern, it would seem to be the promotion of Canadian performers. Canadian radio and television was generally only willing to accept Canadian performers after they had become successful in the American entertainment business.

The CRTC apparently recognized that the subsidization of Canadian talent was not enough and that a guaranteed outlet for that talent was also necessary. There were not sufficient opportunities in Canada for Canadian performers to perform and to achieve fame. The crucial fact underlying the CRTC's policy was the existence of Canadian performers who could supply radio and television with Canadian content of substantial quality.

It is important to realize that the Canadian content rules were motivated by a desire to promote Canadian talent. Even though one of the consequences of requiring a minimum of Canadian content is to limit foreign content, that was not the purpose of the regulations. If the CRTC's purpose had been to limit foreign content then it would certainly have stopped the entry of American television into Canada via cable.

In applying the principles of the CRTC's Canadian content rules to books the first point which seems clear is that any restrictions on the importing of foreign books cannot be tolerated. Knowledge is not defined by national boundaries.

Regulations, for books similar to the Canadian content rules for radio and television could take a number of forms. First, they could provide that Canadian publishers annually publish a certain minimum percentage of books written by Canadians. Such a measure requires the existence of a substantial number of Canadian writers who deserve to be published. Because of the economics of publishing in Canada, it is likely that such a group of Canadian authors exists. Such a measure would also require large amounts of capital. The radio and television industry because of their large advertising revenues are able to provide the capital necessary for financing Canadian content. The Canadian publishing industry however, in its present state, would not seem to be able to supply the necessary capital. Therefore, if Canadian content in books is thought to be as important as Canadian content in radio and television and if

there are good Canadian writers, it is the responsibility of the government to provide the necessary funds.

How such a subsidization program should be structured is a matter of some importance. Low interest or forgiveable loans to Canadian publishers would not be sufficiently restrictive to achieve the purpose of the subsidization program, namely, the publication of more Canadian books. Government aid to publishers should be conditioned, in some way, on the publication of Canadian books however they are defined. The primary function of the subsidy, as I see it, is not to support the Canadian publishing industry, although it may have that effect, but rather to promote Canadian writing and Canadian culture. It is important to realize that as a result of this policy some Canadian books will be published which ought not to be published and which would never have been published had ordinary commercial principles applied. But the publication of such books is a necessary cost which must inevitably be incurred in order to assure the publication of numerous deserving Canadian books.

The preceding argument leads to another more controversial argument, concerning textbooks. Provincial educational authorities, it is often argued, should require that only Canadian written and published textbooks be used in Canadian classrooms. The desirability of educating Canadian students with Canadian materials cannot be denied. However, it seems to me that the adoption of such a measure would be unwise. There is a crucial distinction between this proposal and the CRTC's Canadian content rules. As was pointed out earlier, the CRTC's Canadian content rules did not prevent Canadian viewers from watching exclusively foreign content because of the existence of cable television. The proposal with respect to textbooks would presumably exclude foreign textbooks. But a teacher should be able to use a foreign textbook which in his own or her opinion, is better than any available Canadian textbook. If textbooks are

prescribed by the provincial educational authority then the fact that a book is Canadian should be a substantial factor in favour of its adoption. Only if a foreign textbook is substantially better than the Canadian books should it be preferred. Approximately 53 percent of all textbooks sold in Canada in 1969 were written by Canadians and an additional 20 percent were foreign texts modified for Canadian use. Surely it is not necessary to require that 100 percent or even 80 percent of the textbooks used in Canadian schools are written by Canadians, in order to provide a Canadian viewpoint. We must encourage Canadian authors and the publication of Canadian books but not to the point of excluding foreign books nor to the point of forcing those Canadian books on Canadians.

Third, it my be argued that supporting the publication of books written by Canadians is not enough and that the government must go further to promote the sale of those books. This argument leads to the suggestion that stores selling books, other than bookstores, should be required to display a minimum percentage of books written by Canadians. Such a suggestion is novel and, at first glance, appears to be ridiculous. But, upon analysis it makes good sense. First, requiring that a certain percentage of Canadian books be displayed by these non-book stores does not deprive Canadians of foreign books. The foreign books excluded by such a regulation would be available in bookstores or directly from the foreign publisher. Second, such a regulation may be the only effective way of giving Canadian books the exposure necessary for larger sales. Publishing books is only part of the story; they must also be successfully marketed. With the aggressive distribution of cheap foreign produced paperback books the successful marketing of Canadian books on a large scale is very difficult, if not impossible.

Many of the preceding suggestions for legislative action necessitate a definition of "Canadian" and "Canadian book". A "Canadian" should be defined as a Canadian citizen or resident and a "Canadian book" as any book written by

a Canadian citizen or resident. I do not think it is necessary to make the content of a book a factor in the definition of a Canadian book. If the policy of the measures I have suggested is the promotion of an independent Canadian culture we should not attempt to limit the publication of books by Canadians to books about Canada. We should be concerned about giving expression to the unique Canadian viewpoint on all things. It might also be thought that "Canadian book" should be defined to include books by non-Canadians about Canada. It is doubtful that many important books would not be published because of a definition of "Canadian book" solely in terms of the author's citizenship or residence, and the difficulties in defining a "book about Canada" seem to me to be insurmountable.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN ASSOCIATION OF
UNIVERSITY TEACHERS

JUNE 3, 1971

canadian association of university teachers | association canadienne des professeurs d'université

66 LISGAR, OTTAWA, CANADA K2P 0C1 • (613) 237-6885, 237-6886

June 2, 1971.

Brief to the Royal Commission on Book Publishing established by the Government of Ontario from the Canadian Association of University Teachers.

The Canadian Association of University Teachers is a voluntary organization of approximately 16,000 full-time university professors in forty-seven universities across the country.

The C.A.U.T. has already submitted the attached brief on the book publishing industry to the Government of Canada. The brief is mainly concerned with matters pertaining tothe financing of the industry. We consider that it would be preferable for the Government of Canada to act in this area so that book publishers in all provinces would have access to such funding arrangements. However, if this should prove to be impossible, then we recommend that the Government of Ontario should offer subsidies to the Ontario book publishing industry along the lines formulated in our brief to the Government of Canada. The only addition that we would make is to recommend that the Ontario Council of Arts be provided with sufficient funds to assist Canadian authors.

There are some additional considerations in the field of book publishing which we would like to draw to your attention; these do not come within the jurisdiction of the federal government. The first of these is the question of the choice of textbooks. We confine our observations to the university and to the senior high school level - the latter because it is analogous to the situation in the universities. We believe that, particularly in the humanities

and in the social sciences, the notion of a single set text is rapidly disappearing. The paperback revolution has allowed for a much greater variety of readings in a single course at the same cost. Film has added yet another dimension. Furthermore teachers are experimenting with unstructured curricula in which it is practically impossible to imagine a set text. We recommend, therefore, that the Government of Ontario should not take any steps which would deny to the teacher or university professor the opportunity to experiment with these new forms of learning.

Some of the commentators on the problems which are being discussed by this Commission have been primarily concerned with the question of maintaining a Canadian indentity through the choice of textbooks in the schools. This seems to us the wrong approach. We suggest that if there is some feeling that the orientation of our school and university systems does not adequately reflect the Canadian experience, then the proper area of concern should be the curricula of these institutions. Textbooks flow from curricula, not the other way around. If there are sufficient attractive courses which involve the study of the Canadian experience, then schools and universities will perforce buy Canadian books.

The C.A.U.T. expects that, in conjunction with the Association of Universities and Colleges of Canada, the Social Science Research Council, and the Humanities Research Council, a thorough and well-funded exploration of the state of Canadian studies in the universities of this country will be forthcoming. We hope that this Commission would endorse such an inquiry. We believe that any recommendations should be based on adequate research and should flow from the profession itself.

le are certain that the teaching profession in this country is anxious to maintain anadian identity and will work with all those who have the same end in mind and who re prepared to act in an open and constitutional manner.

Another area of concern is the actual writing of school texts. Since some oreign companies are able to give considerable financial assistance to authors who re writing textbooks for them and since the Canada Council refuses this type of ssistance, we recommend that the Commission explore the means of offering direct ssistance to textbook authors. This is essential if Canadian texts are to be ompetitive in terms of quality.

A third area of debate has been the book buying policies of Canadian university ibraries. Some have suggested that university libraries should be forced to buy ll their books from Canadian jobbers and agencies as is now the situation in the rovince of Québec. However, a large number of agency businesses do nothing to urther Canadian creative writing or scholarship; they merely retail foreign books t high cost. Québec has attempted to meet the problem of cost by insisting that gencies supply the universities with titles at the price charged in the foreign ountry; however, in order to offer profit to the agency, it then bans any discounts o universities so that the agency will recieve the entire discount from the ublisher. The elimination of discounts to universities increases the costs of niversity libraries. The major objection to this is that the university library is eing called on to subsidize the agency system. If such subsidies are desired, we uggest that they should be given directly.

The C.A.U.T. recognizes that there has been a bottleneck in all discussions of this subject. The libraries say that they do not buy locally because prices are too high and the service poor; the publishers and agents argue that the prices are too high and the service poor because the volume of ordering is so small. We recommend that the Royal Commission undertake research in conjunction with the Canadian Library Association and other interested bodies to see whether it would be possible and desirable to create as a public corporation a joint Ontario universities buying agency controlled by the universities, possibly with minority shareholding by Canadian agencies. This might be on a large enough scale to operate efficiently. It could perhaps be required to buy Canadian books directly from the publishers but it should have the right to buy elsewhere in order to stimulate competition and to secure rare and difficult items. If such a proposal were practical, it might solve the problem of Canadian control of the agency system and of the price paid for books by university libraries.

Finally we recommend that the Commission should take cognizance of the problem of photocopying. We consider this to be an extremely complicated problem involving both the rights of authors and the desire of teachers to communicate information as quickly and accurately as possible to their students. In general we believe that all libraries should be prohibited from the use of photocopying facilities for the purpose of sub-publishing material already available in books or journals . Until suitable royalty arrangements are made, we recognize the complexity of this problem and recommend that a conference of the Council of the Universities of Ontario, the Ontario Confederation of University Faculty Associations, and the Canadian Library Association be called to undertake a detailed study and to make recommendations in this area.

We offer these suggestions in the hope that the Government of Ontario will adopt policies in regard to the book publishing industry which will offer positive assistance to the industry rather than involving negative restrictions on the teaching profession. To this end we have recommended a variety of subsidies, an inquiry into the development of Canadian studies, a possible means of solving the problems associated with university library purchasing, and action in the area of copyright. However, we firmly oppose any regulations that would impair the right of the university teacher to conduct his classes in the most professional manner possible with whatever material in terms of books, films and the like he requires for his subject.

Signed: K. McNaught, University of Toronto
H. MacLennan, McGill University
P. Couillard, Université de Montréal
S. Losique, Sir George Williams University

For the Executive of C.A.U.T.:

R. Bertrand, President
J. Gordin Kaplan, past President
Alwyn Berland, Executive Secretary

canadian association of university teachers | association canadienne des professeurs d'université

233 GILMOUR, OTTAWA 4, CANADA • (613) 237-6885, 237-6886

May 4, 1971

Brief to the Government of Canada from the Canadian Association of University Teachers concerning the Book Publishing Industry.

Foreword

The Canadian Association of University Teachers is a voluntary organization of approximately 16,000 full-time university professors in forty-seven universities across the country.

The C.A.U.T. believes that a Canadian book publishing industry is a necessary element in the maintenance of Canadian identity. We believe that this is analogous to the concern already expressed by the Canadian government in the fields of broadcasting and newspaper publishing. It is also self-evident that book publishing is a prime concern to the university and especially to university teachers and students.

We understand that it is the intention of the federal government to assist the book publishing industry. This brief is, therefore, more concerned with the mode of implementation and mechanisms of such a plan rather than with its justification.

We do not consider that every publishing company in Canada merits the assistance of the government just because it is Canadian and, as a consequence, we suggest various structures and criteria which we hope will assist the government in distributing its support in this area wisely.

1. We recommend that the Government create a corporation similar to the Canadian Film Development Corporation to be the agency mainly concerned with assistance to book publication. We consider that the amount of money necessarily involved in a workable government plan along with the inherent importance of the industry to Canadian cultural life and to education would allow the creation of an independent agency which would be viable and useful. Furthermore this agency, unlike the Canada Council, would have to deal with commercial loans as well as direct grants to the industry. Finally we are persuaded that the publishing industry has certain unique characteristics which would justify a separate agency to deal with its problems.

   We believe that the structure we suggest will give the maximum independence from government which is vitally important in an area as sensitive as that of book publishing. We suggest that the Board of Directors should be composed of seven people two of whom should be the Director of the Canada Council and the Executive Director of the Science Council of Canada and the remainder should be neither members of parliament, senators nor civil servants. Since these two men represent bodies with a broad spectrum of interest in the arts and in the sciences, their experience would be of considerable value to the Board. We further believe that the Executive Director of the Corporation should be a non-voting member of the Board in order to ensure proper liaison. We recognize that it is necessary to constitute the Board according to the provisions of section 5 of the Film Development Corporation Act:

   > No person is eligible to be appointed or to hold office as a member of the Corporation who has, directly or indirectly and individually or as a shareholder, partner or otherwise, any pecuniary interest....

   We conceive of the Board as the guardian of the public interest, as being responsible for the general guidelines to be laid down for the functioning of the Corporation, and as reporting to the Government for the Corporation. But we do not consider that the Board should be involved in the detailed administration of the Corporation.

2. We recommend the creation of the post of Executive Director to be responsible for the day-to-day operations of the Corporation.

3. We recommend that the Board have the authority and the obligation to constitute, for its own use, an advisory committee. All recommendations for loans and grants should be considered by this committee. We believe that it should have strong representation from the book publishing industry, the book selling industry, the universities,

and boards of education along with members to represent the public interest. We assume that if any member has a pecuniary interest in a particular project, he would withdraw from the discussions of the advisory committee. We suggest this two-tier structure because the advisory committee will allow direct representation from the industry which we judge to be absolutely necessary for the effective operation of the Corporation while the Board will represent the public interest and prevent the creation of a publishers' cabal.

4. We recommend that the Corporation be empowered to offer the following assistance to the book publishing industry:

a) soft loans - The book publishers have made it clear that this is the major item of assistance desired by them. Such loans would help to overcome one of the major and inescapable problems of the industry, namely the amount of money tied up in stock.

b) assistance in computerization i.e. a centralized, computerized, ordering and inventory service - This would only be feasible if desired by the publishers, but it should be an option open to the Corporation.

c) development grants and loans - We recommend that the Corporation be empowered to offer development loans or grants to companies which wish to enter new fields, particularly when these are completely or largely dominated by foreign interests. The production of multi-media kits could be one such area.

d) direct grants - Presently the Canada Council offers $90,000 to assist in the publication of meritorious books (other than periodicals) that would not normally realize immediate commercial returns. We suggest transferring this function to the Corporation and increasing the amount available. (See also section 5 below).

e) co-operation with the Department of Industry, Trade and Commerce - The Department should be empowered to make block purchases of books for trade fairs and similar purposes and to ensure adequate promotion and better marketing of Canadian books abroad; The Corporation should be empowered to consider the feasibility of a publication similar to "Livres du Mois" for both foreign and domestic distribution, and be empowered to assist, where feasible, in the marketing of Canadian books within Canada.

f) possible future assistance to the Canadian periodical industry - We understand that the government has considered such aid particularly in the form of a national book review and we believe that this Corporation would be a useful mechanism for the distribution of such assistance.

g) initiation, if need be, of publication, translation or adaptation of works that appear necessary to Canadian education and culture at all levels and in either language.

5. Criteria for Assistance

We believe that the government must establish criteria for assistance. This is already an accepted policy in many related areas of government such as the Canada Council. We recognize that it does open the door to charges of partiality and government censorship, but we believe that, on the whole, the Canada Council, as one example, has been able to operate with a minimum of such interference, and we hope that the structure we have suggested will create for the Corporation the maximum independence possible consonant with the public interest.

a) Criteria for soft loans and development grants.

(i) We recommend that soft loans be available for Canadian-owned companies only. To make them generally available would merely encourage the present pattern of the take-over of Canadian firms which the government wishes to control, if not to halt. The definition of Canadian-owned should be consonant with evolving federal government policy in this area but would have to be, at a minimum, that 51% of the equity and of effective control should be in Canadian hands and, to achieve the ends desired by the government, there should be some provision on maximum ownership by a single foreign shareholder.

(ii) The second criterion for soft loans should be profitability and good business management. We conceive of soft loans as a mechanism to help Canadian companies become more viable. We do not, therefore, recommend assistance where, owing to deplorable business management, the Corporation would be merely staving off an inevitable collapse. We think loans should also be available on the same terms to non-profit publishers provided that such publishers can show the Corporation that they are soundly managed and that any profits are ploughed back into the business and not used to subsidize other activities as may be the case with university or ecclesiastical publishers.

(iii) The third criterion for soft loans should be a reasonable commitment to Canadian cultural life or to artistic or scientific publication of international standing. The Corporation will have to evolve the type of evaluating machinery now used by the Canada Council in order to arrive at a fair judgment. This will be the most contentious criterion but there is no escaping it if the government wishes to avoid subsidizing a large pornography industry. Since publishers would presumably be considered for soft loans in terms of their total list, this in itself should be a safeguard against the pillorying of particular books or authors.

iv) It should be a condition of assistance in the form of loans or development grants that the publisher give the Corporation an assurance that the firm will not be sold to foreign interests during the period of the loan without giving first refusal to the Corporation itself. The Corporation should be empowered, provided financing is available, to buy a controlling interest in such a firm in these circumstances along the lines of the Ontario Government's offer to McClelland and Stewart.

v) If the government takes a shareholding interest in a book publishing firm, we suggest that it is preferable for the government to be a minority shareholder. Furthermore we believe that the nominees of the government on any publishing board should be citizens who are neither civil servants nor members of parliament. We suggest this to ensure maximum independence consonant with the public interest.

B) Criteria for direct grants

Direct grants are sums of money made available for the publication of specific books. At the moment the Canada Council spends about $90,000 a year in this area. We suggest that this sum should be substantially increased and that these funds should be available to both Canadian-owned and foreign publishers based in Canada. The primary purpose of these grants should be in the direction of the development of Canadian culture but the Corporation should not exclude books of international standing not directly related to Canadian themes. Some foreign publishers based in Canada have a distinguished record in the publication of books related to Canada. This should be encouraged, and we believe this type of subsidy would assist.

6. Mechanism for considering applications for loans and grants

We assume that initial grants will be made according to the present status and future prospects of the firms in the industry. The loans should cover a reasonable period of time in accord with good business practice. We would expect that established publishers would not have to return to the Corporation each year for a renewal. However, the Corporation should also be interested in new publishing houses, but in a cautious way. The Canada Council insists that new periodicals survive for a time on their own before applying for subsidy. It also gives some grants in installments and demands reports before subsequent grants are offered. Devices similar to these should be considered by the Corporation.

7. The Canada Council

We are conscious of the fact that the functions we are suggesting could be incorporated under the Canada Council. We think that a certain separation of powers in the cultural field helps to check the possibility of a central control of culture, provided the separate agencies are strong enough to withstand untoward pressure. We have already suggested that one of the key functions of the Corporation should be in the area of soft loans - a field in which the Canada Council does not have much experience. Nevertheless, if the government decides against an independent agency, then the Canada Council is the alternative we would suggest since it does have wide experience in assistance to the arts and since it has built up an enviable reputation of independence.

8. Information Canada

We recommend that on no account should such an agency be part of Information Canada since it is impossible to dispel the belief, however unjust, in some sections of the community that Information Canada is the propaganda arm of the government. Any such belief about a national book development corporation would destroy it at birth.

Signed: Hugh MacLennan, McGill University
Kenneth McNaught, University of Toronto
Serge Losique, Sir George Williams
Pierre Couillard, Université de Montréal
Donald Savage, C.A.U.T.

Approved for the Executive of C.A.U.T.:

J. Gordin Kaplan, President
Robert Bertrand, Vice-President
Alwyn Berland, Executive Secretary

May 4, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN ASSOCIATION OF PRINCIPALS
OF INDEPENDENT SCHOOLS FOR GIRLS

JUNE 3, 1971

a brief to be submitted to the
ROYAL COMMISSION ON BOOK PUBLISHING
by the
CANADIAN ASSOCIATION OF PRINCIPALS
OF INDEPENDENT SCHOOLS FOR GIRLS

We appreciate the valuable service Canadian publishers render to our educational system in providing Canadian textbooks and the indispensable contribution they make to the cultural life of this country by publishing the work of Canadian authors. We agree, therefore, that the Canadian publishing industry should be given whatever assistance is needed to enable it to continue performing these functions as efficiently and effectively as possible.

In determining the type of assistance that is desirable we believe the following principles should be kept in mind:

1) The autonomy of the publishing industry should be safeguarded. The publisher must continue to operate his business as a free private enterprise.

2) If government assistance takes the form of grants these should be given in a way that will have a stimulating, not a debilitating effect on the industry. They should enable publishers either to do a better job of publishing or to publish worthwhile books they could not otherwise afford to publish. Financial assistance that served merely to cushion the effects of poor judgement or inefficiency would only encourage irresponsible publishing.

There are several ways in which the government could, we think, assist the industry as a whole. These are:

1) by providing low interest loans for specific ventures.

2) by insisting that all school boards and government li-

The circumstances of the McClelland and Stewart case were, in our opinion, extraordinary and we approve the action the Ontario government took in giving the company a $1 million loan.

braries buy books from Canadian publishers or distributors (except, of course, foreign-published books not available in Canada) and by doing whatever it can to encourage all other libraries, institutions and book stores to follow a "Buy in Canada" policy. (We heartily disapprove of the practice of buying from suppliers in the United States books that can be obtained from Canadian agents or suppliers.)

3) by doing what it can to stimulate export sales of Canadian books. We think that the quality of Canadian writing and book production has in recent years reached a level at which Canadian books can compete with English and French language books published in other countries. The government could perhaps perform a very useful service by setting up government book stores in major foreign cities to sell Canadian books.

4) by enforcing, or revising, existing copyright laws with regard to photocopying practices. (We recognize the fact that schools have probably been the greatest offenders in this respect.)

We believe that Canadian textbooks should be used in our elementary and secondary schools (particularly in the areas of English and French language studies, social studies and health) and we approve the policy of the Ontario Department of Education of authorizing only Canadian texts wherever possible. We would suggest that this is one area in which government assistance in the form of grants could be beneficial to both producer and consumer since grants could help Canadian publishers to provide texts that could compete in both quality and price with American and English texts that are still authorized because there are no suitable Canadian texts available.

We realize that the practice of "multiple listing" of text-

books for use in Ontario, although having definite advantages for both the student and teacher, has considerably increased the risk in textbook publishing. Grants could to some extent offset the effects of this increase in risk and encourage publishers to undertake new ventures in publishing textbooks.

With regard to foreign ownership of publishing companies, we do not think that prohibitive or restrictive measures are either a necessary or desirable way of preventing foreign control of, or influence on the publishing industry in Canada. We do not think that foreign ownership is necessarily synonymous with foreign domination of policy or operation. It is our opinion that the American companies that own 35%* of Canadian publishing companies and the English companies that own 13%* do not at present pose a threat to either Canadian books or the Canadian publishing industry and until such time as there is definite evidence that they are interfering with the policy or operation of the Canadian subsidiaries there should be no government action taken against them.

It is our hope that the present wave of public interest in the book publishing industry will lead not only to the examination of the industry and its current problems but also to definite action on the part of both government and consumers to assist publishers to deal successfully with those problems. At the same time we would like to express our confidence in the ability of Canadian publishers to continue to play a vital part in the development of our country.

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* figures given for 1969 in "The Canadian Book Industry" - a statistical and economic analysis prepared for the Department of Industry, Trade and Commerce.

APPENDIX

Members of the CANADIAN ASSOCIATION OF PRINCIPALS OF INDEPENDENT SCHOOLS FOR GIRLS

The Principals of the following schools:

Nova Scotia

Halifax Ladies' College, Halifax
Edgehill School, Windsor

New Brunswick

Netherwood, Rothesay

Quebec

Miss Edgar's and Miss Cramp's School, Montreal
The Study, Montreal
Trafalgar School for Girls, Montreal
Weston School, Montreal
St. Helen's School, Dunham
King's Hall, Compton

Ontario

Alma College, St. Thomas
Hillfield-Strathallan Colleges, Hamilton
The Bishop Strachan School, Toronto
Havergal College, Toronto
Branksome Hall, Toronto
St. Clement's School, Toronto
St. Mildred's-Lightbourn School, Oakville
Elmwood School, Ottawa
Ontario Ladies' College, Whitby

Manitoba

Balmoral Hall School, Winnipeg

Alberta

Tweedsmuir, Calgary

British Columbia

Crofton House School, Vancouver
York House School, Vancouver
St. Margaret's School, Victoria
Norfolk House, Victoria
Strathcona Lodge School, Shawnigan Lake
Queen Margaret's School, Duncan

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

THE BOARD OF EDUCATION FOR
THE BOROUGH OF YORK

JUNE 3, 1971

A

BRIEF

TO THE

ROYAL COMMISSION ON BOOK PUBLISHING

Submitted by:

THE BOARD OF EDUCATION

for the

BOROUGH OF YORK

1971

A BRIEF TO THE ONTARIO ROYAL COMMISSION ON BOOK PUBLISHING

PRESENTED BY

THE BOARD OF EDUCATION FOR THE BOROUGH OF YORK

The Board of Education for the Borough of York is pleased to present this brief to the Ontario Royal Commission on Book Publishing.

In the preparation of this brief the Board of Education for the Borough of York consulted trustees, students, teaching staff and administrators.

The teaching personnel consulted presented their views as their professional experience in classrooms allowed them to make observations pertinent to the area of concern. A number of the personnel consulted have had experience not only as teachers, but also as authors of textbooks and writers of resource material.

From the point of view of this Board's educators there has emerged a concern about the preponderance of non-Canadian textbooks in certain subject areas, particularly science and modern languages. It is felt that views presented in this brief will indicate a need to maintain a standard of literature that will contribute to the cultural life and education of the people of Ontario and of Canada.

1. Observations on the Place of Books in Schools

Books in all forms still play a prominent part in the educational process. It might be thought that the more sophisticated methods of communication, that have been developed over the past half century, would have de-emphasized the printed word as a medium of transmitting information; but the fact is that people still want to read books. Teachers, many of whom work imaginatively, continue to rely on textbooks, workbooks and crayons. They use wall charts and bulletin boards more than banks of computers and television monitors.

1. Observations on the Place of Books in Schools (continued)

Magazines and newspapers report, sometimes dramatically, about new communication developments in schools. However, when a glowing report on the use of the new media is followed up it is usually disappointing. Books are still an important source of knowledge.

2. Circular 14

School boards are not free to purchase any textbook they wish. The Ontario Department of Education publishes Circular 14 annually. This booklet provides lists of books that may be purchased and penalties are specifically outlined for purchase and use of textbooks outside the approved list.

In 1970 the Borough of York Board of Education spent a total of $147,230 on books. In Metropolitan Toronto alone it is estimated that in 1970 school boards spent approximately $3,446,600 on books. This is an amount that is practically guaranteed to publishers every year.

There is a general feeling that Circular 14 is a most helpful guide to teachers and it is hoped that the Commission will support its retention. School boards should not be exposed without guidance to an onslaught of sales teams from publishing houses promoting new textbooks.

3. Less Reliance on Textbooks in Classroom Teaching

Over the years changes in education programs have de-emphasized the use of classroom sets of textbooks. This is especially true in the primary programs where most schools in the Borough of York use relatively small numbers of different reading series for the reading programs.

At the junior level of education there appears to be a greater

3. Less Reliance on Textbooks in Classroom Teaching (continued)

reliance on textbooks than in the primary grades; but here, too, the change of program has resulted in a variety of textbooks being used rather than a single textbook.

At the senior public school level, in grades 7 and 8, the learning program relies more heavily on reference material from such sources as newspapers, magazines, films, television, as well as textbooks. Again the reliance on a single textbook to serve one whole area of study is becoming a thing of the past.

At the secondary level, the academic programs are still based, in many cases, on a single textbook. There is a trend developing at this level, however, especially in the language arts and history programs, to shun the single textbook in preference to a multitude of reference sources.

Again, in all levels of education the general expansion of library resource centres has led to a demand for one or two copies of a book rather than bulk orders. The time and paperwork involved in stocking these resource centres with limited copies of book titles has forced school boards to turn to book jobbers, who are, for the most part, subsidiaries of U.S. companies.

It is realized that because of the trend towards a greater demand for a wider variety of books the publishing industry may face higher production costs per unit. The Commission is asked to study the further development of co-operative book centres to ensure that a wide range of Canadian publications are stocked by book jobbers.

4. New and Revised Courses of Study

The Ontario Department of Education publishes courses of study for use in schools in the form of guidelines. The past few years

4. New and Revised Courses of Study (continued)

have seen a liberalization of programs that can be offered by schools. For example, new science courses were permitted to be developed quickly, with the result that there was insufficient time to develop Canadian textbooks for the new courses. Consequently there was a massive introduction of well illustrated American texts. In the opinion of some science teachers in the Borough, the Canadian science textbooks that are available are "watered down" versions of American texts and it is apparent that these are not competitive with the more elaborate American publications.

5. Lack of Financial Assistance for Canadian Textbook Authors

When new courses are introduced Canadian publishers appear to be hard-pressed to find competent teachers willing and able to write textbooks. This is due to the lack of financial reward for the considerable time and effort it takes to write a suitable textbook with some excellence.

At the present time there is little monetary encouragement for Canadian teachers to write textbooks. It is pointed out that the amount of royalty payments to authors of textbooks in Canada are quite minimal, and do not reward adequately textbook authors for the time and effort involved in the compilation and writing of books.

This brief suggests, therefore, that some form of government grant, provincial or federal, should be established to encourage competent teachers to take the time to do research and to write Canadian textbook material.

6. Content, Editing and Research of some Canadian Textbooks

A number of Canadian textbooks are poorly compiled. For instance, in the Canadian history field, students often surmise from their textbooks that this country has a presidential system of government.

This is due to the textbooks' tendency to ascribe governmental acts and policies to a particular prime minister - i.e. Borden did this, Laurier did that, King did something else. This is an American approach to government even though Canadian authors have written the textbooks containing this approach.

Also, the drama of Canada's history is often played down despite the fact that this country has had a most exciting past. The conscription issue in World War II, for example, is dealt with in one Canadian history textbook in seventeen lines, despite the fact that this was a major issue in the chronicle of Canada, and divided the country at the time.

A number of Canadian history textbooks are written with strong biases. In textbooks dealing with European history, many Canadian authored and published books have a strong Euro-centred point of view on such topics as Imperialism and African nationalism.

Again, some textbooks refer to "English Canada" and "French Canada", thereby suggesting that everyone outside of French Canada is English. This seems absurd in the Borough of York, for example, which has a large Italian-speaking community. It would seem that these people would prefer to be known in fact as Canadians rather than as "English Canadians".

7. Review of Present Publishing Contracts with Authors

Teachers who were consulted in the preparation of this brief voiced dissatisfaction with the policies and contracts of the

7. Review of Present Publishing Contracts with Authors (continued)

publishing companies with regard to textbook authorship.

The contracts of the publishing houses are heavily weighted in favour of the publisher. The textbook author, on the other hand, must spend the time, the effort, absorb the costs of typists' fees, research and, from the usual ten per cent royalty payment on the sales of the textbook, reimburse the publisher for the costs of using copyrighted material in the textbook. This last aspect of most publishers' contracts tends to force the textbook author away from the inclusion of current, high quality but expensive copyrighted material.

The publisher, even when the manuscript is completed, can decide not to publish.

The teacher-author in these circumstances takes most of the risk, and does most of the work with minimal remuneration.

Consequently, this brief recommends that, along with the establishment of some form of government grants to textbook authors to do research, publishers' contracts with textbook authors should be revised. It is suggested that publishers might purchase a manuscript outright, and then add the ten per cent royalty payment after the sale of a certain number of textbooks.

8. Finally, while encouraging the writing and production of Canadian books, we would like to voice concern to the Royal Commission on Book Publishing against an overly nationalistic solution to the problem of Canadian textbook publishing. There is a very real danger of promoting a narrow nationalism if the government were to insist on all textbooks being written by Canadian

authors and published by Canadian companies.

Teachers look for the best textbook to suit their particular course of study, and to match the needs of their particular students. By and large, teachers try to choose Canadian textbooks, but when these are not available, or are of inferior quality, then they should be free to choose the best available.

This brief is presented by the Board of Education for the Borough of York by D. John Phillips, Assistant Superintendent of Program.

11.5.71

W. T. Boyce
Chairman
YORK BOARD OF EDUCATION

R. H. Gillespie
Director/Secretary-Treasurer
YORK BOARD OF EDUCATION

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

BOOK & PERIODICAL ACQUISITIONS LTD.

JUNE 3, 1971

BPAL

BOOK & PERIODICAL ACQUISITIONS LIMITED

SUBMISSION TO

THE

ROYAL COMMISSION

ON

BOOK PUBLISHING

MAY 26, 1971

33 Coronet Road, Toronto 18, Ontario — Telephone 231-5659

BOOK & PERIODICAL ACQUISITIONS LIMITED

The following brief is submitted to the Royal Commission on Book Publishing on the behalf of Book & Periodical Acquisitions Limited, a wholly Canadian owned and operated firm, specializing in the Book Distribution field, servicing the needs of Canadian Libraries.

As an introduction to this submission, it would be apropos for one to outline what the basic requirements of a Library are in the field of book acquisition.

Libraries in Canada are granted, on a yearly basis, a sum of money which is specifically committed to the acquisition of printed matter. In order to spend these sums, in an economic and efficient manner, it has become accepted practice in most Libraries to delegate certain basic functions to an Acquisition Agent or Jobber. Those functions vary from the prime task of procuring a broad range of books on a domestic and international basis to participating in the selection of materials for any given type of subject matter, or from specified Publishers, and in some cases to catalog-uing and processing the book in such a manner as to make it possible for the Library to place the book directly on the shelf upon its receipt. Obviously, there is considerable advantage and economy to be gained by Libraries in using the services of a lesser number of Agents to perform this task.

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In the United States, there are approximately four major sources of supply which have developed the necessary expertise and capability to meet the requirements of Libraries. Attempts in Canada to create similar major distribution sources have, until recently, either failed, or at best, not gained a wide degree of acceptance. One would, therefore, have to analyze the nature of the expertise and specialization required, and in doing so take an objective look at the reason or reasons for the failure of the Canadian Business and Publishing Community in not meeting the Library needs. Unlike the severe difficulties Canadian Publishers have experienced in generating a sufficient market to make it economically feasible to print even a limited number of Canadian Publications, it is now recognized that the total annual budgets for book purchases of Libraries in Canada are amply sufficient to support at least two major Book Distribution Agencies. This total market would probably amount to at least One Hundred Million Dollars per annum.

Let us now elaborate on what we at B.P.A.L. feel are the primary requirements to fulfill the Library needs; the problems incurred in raising sufficient Canadian capitalization to develop these capabilities; and secondly, the benefits to Canada that could be gained by having adequate distribution facilities available within the confines of our own Country.

It should be emphasized at this point that Canadian Librarians at all levels

have been openly criticized for their purchasing policies. We at B.P.A.L. feel that this criticism has not been justified. We think that although the Heads of most major Libraries would plead guilty to placing, in many instances, a substantial portion of their book purchase budgets with Agents or Publishers outside of Canada, they would argue with some justification that such outside sources of supply provide services that are not or have not been previously available in Canada on either an economically sound or professionally acceptable basis. The expressions of the Librarians to us indicate the following major requirements:

1. To procure books on an efficient and prompt basis from domestic and foreign sources.
2. To efficiently ship and invoice to them books in sufficient quantities to ensure full utilization of their available budgets.
3. To provide professional Librarian expertise in the preparation of book selection plans.
4. To have the capabilities of efficiently cataloguing and processing book requirements.
5. To make book deliveries on a basis competitive with non-Canadian sources.
6. To provide books at prices competitive with non-Canadian sources.

7. To demonstrate a reasonable amount of expertise in controlling the almost unlimited number of titles for which any Library may institute a demand.

While all of the above services may not be required by any one individual Library, most Libraries will require at least one or more of the services outlined.

We at B.P.A.L. have constantly strived, since our incorporation, to increase our capabilities in many of these areas. This has been done within our limited capitalization. Suffice it to say that while B.P.A.L. has made some inroads into this field, it has not gained a sufficient track record to justify raising adequate capital to meet its growth potential through either normal debt financing sources or an equity stock issue. I will now dwell briefly on specific reasons why additional capitalization has been difficult for Firms such as ours:

1. There is a general lack of confidence in the Publishing and Book Distribution field by both banking and private sectors which has been brought on by the unacceptable margins of Profits generated by Canadian firms in these areas and this lack of confidence has been confirmed by recent Bankruptcies, Interim-Receiverships and the forced sale of firms in this field.
2. Unacceptable Profit levels lead business or finacial institutions that

2. (cont.) might have expanded their fields of endeavour in this area away from making an investment.

3. While our growth has been exceptional since inception, and while we have gained acceptance by a number of prestigious Libraries in Canada, we have still only scratched the surface. One of the major tasks facing a Firm attempting to grow in this Industry is in gaining a wide degree of acceptance from Canadian Librarians. His or her degree of confidence in Canadian attempts at book distribution have been badly shaken by the results of past efforts in this area. The unprofessionalism with which these attempts were handled in many areas has left a bad taste with a number of senior Librarians. This is particularly true in the Eastern and Western regions of Canada which have been serviced very badly. The bulk of the attentions that were given were centered upon the Ontario market.

It is my contention that in order for a Firm to be successful in the Book Distributing field today it must demonstrate the following abilities:

(a) To build a degree of specialization in the field of Computer utilization.

(b) To build a degree of specialization in the field of material handling.

(c) To build a degree of specialization in the field of Data Communications.

(d) To be managed by individuals with sufficient entrepreneurial inclinations

(d) (cont.) and drive to lead the Firm through a rugged period of growth.

(e) To have adequate financial support in the form of an interest-free loan which would provide time to re-establish the confidence of Canadian Librarians by demonstrating over a three to five year period, a consistent capability in meeting their requirements.

(f) To be prepared to re-invest their profits at a later date in additional equipment and expertise.

(g) To be adequately managed so as to prosper, while at the same time living within the close operating margins which have been set by the major foreign sources. It is noted that the narrow confines of these competitive margins would make it impossible for a firm to repay its initial investment if that investment were to be made from a source requiring a return comparable to that available from more normal business ventures.

In short, the successful Company would require expertise in a number of areas. I have projected that we at B.P.A.L. could capture at least 50% of the available book dollars allocated to Libraries if provided an initial loan in the amount of approximately One Half to Three Quarters of a Million Dollars, which on an interest-free basis could effectively be repaid within eight years. The net result would be a diversion of the Canadian Tax Payer's Funds from being spent in foreign supply sources back into a Canadian

operation employing Canadians on a national basis.

It would also ensure the creation of one or more large Book Distribution Companies with the expertise and capability to meet the requirements of the expanding Library market. A further advantage would be to assist in lowering the cost of foreign published books distributed in Canada. A Firm of this size would also generate a demand for goods and services from other Canadian Business over the long term and thereby provide a substantial return on the initial investment to the Government and people.

While this submission may have been lengthened by more adjectives and the quoting of various statistics, I felt it more expedient to present our case in a succinct manner.

The decision that must rest with the Commission in making its report to the Government is the value of having substantial Canadian Library requirements serviced by a wholly owned and operated Canadian Firm.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN ASSOCIATION OF
SCHOOL ADMINISTRATORS

JUNE 3, 1971

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Canadian Association of

School Administrators

L'Association canadienne des administrateurs scolaires

SUITE 552
86 BLOOR ST. WEST
TORONTO 5, ONTARIO

MEMORANDUM TO THE ROYAL COMMISSION ON BOOK PUBLISHING,
252 BLOOR STREET WEST,
TORONTO, ONTARIO.

In response to the Commission's invitation to the Canadian Association of School Administrators I have the honour to present herewith, so far as they are available at the present date, the opinions, comments and recommendations of our affiliated associations and of individual members of the Executive Committee and Board of Directors with reference, in particular, to educational publications.

Owing to limitations of time for inquiry and research, recent changes in officers, and other special circumstances it has not been possible to obtain official opinion and recommendations from all the associations (eleven provincial and one territorial) affiliated with CASA. The securing of a wide range of opinion, comment and recommendations from individual members throughout Canada has also, in the circumstances, proved impracticable. These, as noted, will explain the lack, which we regret, of statistical or other documentary evidence with the material now submitted.

The accompanying presentation, which has been approved by the members of our Executive Committee, includes official expression from two affiliated associations as well as the comments and recommendations of members of the Executive Committee and the Board of Directors well qualified by official position and experience to assist in matters relating to educational publications. It is our desire and hope that it will prove useful for purposes of the Commission.

Respectfully submitted,

R. H. Wallace

R.H. Wallace
Executive Secretary,
The Canadian Association of
School Administrators

Toronto, May 17, 1971

THE CANADIAN ASSOCIATION OF SCHOOL ADMINISTRATORS

B R I E F

SUBMITTED BY THE

CANADIAN ASSOCIATION OF SCHOOL ADMINISTRATORS

TO THE

ROYAL COMMISSION ON BOOK PUBLISHING

A.
AFFILIATED ASSOCIATIONS

1. MANITOBA ASSOCIATION OF SCHOOL SUPERINTENDENTS

The following motion passed by the newly-elected executive at its recent inaugural meeting has been received from Mr. G.H. Nicholls, secretary-treasurer of this association:

"That the Manitoba Association of School Superintendents indicate to the Canadian Association of School Administrators the interest and concern of its membership in maintaining Canadian ownership, direction and control of the Canadian textbook industry."

2. MANITOBA SCHOOL INSPECTORS' ASSOCIATION

The presentation received from Mr. J.H. Gibson, secretary-treasurer of this association, is summarized as follows:

(a) In order to
   (1) encourage the future development of Canadian talent,
   (2) ensure the publication of books with Canadian content that reflects Canadian thinking,
   (3) encourage smaller publishers to specialize in production of books of limited circulation,

   it is necessary to divide the field and reserve for the large Canadian-owned publishing houses the opportunity to print books required on a large scale by our growing population.

(b) It is, therefore, most important to encourage and, if necessary, to

subsidize the Canadian publishing business if Canadian writers are to develop creatively and Canadian literature to flourish.

(c) Smaller Manitoba publishers have produced on a small profit margin or simply as a public service books of a local or ethnic character and limited circulation that large foreign-owned publishers had refused to publish.

B.

COMMENTS AND RECOMMENDATIONS

OF MEMBERS OF

EXECUTIVE COMMITTEE AND BOARD OF DIRECTORS OF CASA

1. (a) COMMENTS

NOVA SCOTIA (1) The publishing industry in Canada faces serious problems and needs assistance.

(2) Steps should be taken to ensure that the industry is maintained at a high level of efficiency.

(3) At least some of the publishing companies should be Canadian-controlled.

(4) The development of Canadian literature will be greatly impeded if Canadian publishers are unable to continue in business.

(5) Nova Scotia depends for practically all textbooks and related educational materials upon publishers outside the province, and to a great extent upon the United States as well as to a limited extent upon Britain.

Adaptation of non-Canadian material for use in Canada is frequently superficial.

(6) The school authorities prefer to use educational materials written and published in Canada but frequently, and especially in science and mathematics, such material that curriculum committees can re-

commend is difficult to obtain.

1. (b) RECOMMENDATION

(1) Canadian publishers should receive substantial and effective assistance.

(2) The objective in such assistance should be similar to that in current government action to encourage the use of Canadian talent in radio and television.

2. (a) COMMENTS

NEW BRUNSWICK

(1) Publishing companies in Canada should be Canadian-owned or controlled.

(2) They should be expected

(i) to make considerable contribution towards the preservation and expansion of English and French cultural life in Canada,

(ii) to contribute to the advancement of education in Canada by providing more Canadian content in textbooks.

(b) RECOMMENDATION

If necessary in order to maintain Canadian control, government subsidies should be offered, subject to meeting standard minimum norms, to publishing companies in a critical financial situation.

3. (a) COMMENTS

ONTARIO

(1) Canadian textbook publishers are handicapped by limited markets resulting from the fragmentation of education (provincial, territorial, public, separate, and French-language schools) in the country.

(2) Education costs could be substantially reduced and national identity and unity greatly enhanced if, as a beginning in meeting the problem of fragmentation, agreement were reached on

a common denominator of basic program for kindergarten-primary grades. This would significantly reduce the risk and greatly increase the market for publishers producing textbooks at this level.

Not all textbooks could (or should) be uniform but there are some that could be planned for use in common.

(3) "Americans have a certain general image of Canadians as that nice little people in that land of outdoors filled with clean water and natural resources. There is no evidence that publishers have attempted to capitalize on capturing a market with books on those aspects of Canadian life which Americans admire, respect, and perhaps envy. I would not expect we could market history books by Canadian authors regardless of the country involved but I do feel that an aggressive approach in those fields of literature where we have a positive image, the physical setting, and a reputation for success has not been fully exploited."

(b) RECOMMENDATIONS

(1) The Canada Council, which now makes awards to successful authors, might also make awards to Canadian publishers who seek and find good authors, suggest topics or areas for new books, and publish them.

At present there is apparently no concern as to whether authors who receive Canada Council awards have their works published by Canadian or American firms.

(2) (i) There should be an aggressive approach by the Canadian Publishers' Association and individual publishing firms to potential overseas markets.

(ii) International trade fairs and Canadian trade missions should be fully utilized for this purpose.

(iii) Books for overseas markets should be produced at prices realistic for the countries concerned. Quality should be maintained as to content and publication but, for example, the expense of hard covers might be eliminated.

(iv) Such promotion of wider markets, if effectively attempted, should receive government assistance.

(v) In promotion of overseas markets for Canadian publications full advantage should be taken of our country's favourable reputation and its lack of political or territorial ambitions abroad.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

JOHN WILEY & SONS CANADA LTD.

JUNE 3, 1971

JOHN WILEY & SONS CANADA, LIMITED

BRIEF

TO: ONTARIO ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY: J.M. VICE
PRESIDENT

John Wiley & Sons Canada, Limited is a subsidiary of John Wiley & Sons, Inc., New York. The latter is a publisher of textbooks, professional and reference books, and journals encompassing most of the Sciences and Humanities. Its textbooks are published to meet chiefly college and university curricula. The company's origin dates to 1807 and it is in no sense a "conglomerate". Controlling ownership remains with the Wiley family, and the company's President, W. Bradford Wiley, is well-known as a publisher with a compassionate and respectful concern for the book needs of all countries. English language books are now published in England and Australia besides Canada and the U.S. Wiley's affiliates in Mexico and Brazil publish Spanish and Portuguese editions of Wiley books while licensing agreements have been extended to translate several hundred titles in many other countries. The parent company has published scholars of many countries including, at last count, more than 250 Canadians.

Wiley of Canada was established in 1968 in response to (a) wide-spread concern by customers for improved service and (b) the desire to publish Canadian texts for Canadian high

school and college students. The first aim was met in 1969 by providing same-day order fulfillment from our complete stock of all Wiley titles. In the same year, the first textbook contract was signed. No plans were developed to publish Canadian fiction since the company has had neither background nor experience in this area.

Wiley of Canada has shown a profit in each year of operation, but all dividends have been retained in Canada to develop a publishing program. Like all Wiley subsidiaries and joint ventures, the management of this company is entirely indigenous and has been so from the outset.

Textbook publishing is a highly competitive and complex activity. It is also expensive. Our first textbook written for the Ontario curriculum will require an investment of nearly $50,000 by the time it is printed with no assurance of approval for Circular 14. We hope that "pre-print" approval by the Department will be carried out as discussed by the Premier (then Minister of Education) on Canadian Broadcasting Corporation radio in February, 1971. We believe "pre-print" approval is practicable and could be carried out to everyone's satisfaction.

We are aware of the need for the repatriation of a significant portion of library business in Canada. We sympathize particularly with the smaller publishing houses and agents whose

sales have been curtailed by foreign jobbers. We intend to offer all reasonable support to the re-structured Co-operative Book Center and other Canadian jobbers in their efforts to re-capture this important market.

We are cognizant of the educational and cultural need for Canadian books. We believe the continued existence of the smaller independent publishing houses in Canada to be important and it is our sincere desire to see them thrive. Our parent company recognizes and fully accepts that publishing decisions involving Canadian materials can only be made in Canada. We are particularly aware of the need for Canadian textbooks in the Humanities and Social Sciences. As Canadians, we naturally want our children to have access to predominently Canadian texts in these areas. We believe, however, that Canadian students can only benefit from exposure to widely-acclaimed scientific publications irrespective of their source of supply. Our U.S. company has published numerous Nobel laureates and other equally distinguished innovators whose works are highly valued by Canadian scientists, teachers and researchers. In these areas school systems ought, in our opinion, to approve those texts and materials judged to be the best available with little reference to their place of origin providing, of course, they meet curricula requirements.

We believe this company to be a "good corporate citizen". The establishment of Wiley in Canada has substantially improved our customer service and greatly contributed to the retention of sales and profits in Canada. We plan to increase our editorial commitment and investment and publish more books to meet Canadian needs.

ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING

BRIEFS

to the

ROYAL COMMISSION ON BOOK PUBLISHING

JUNE 4, 1971

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

THOMAS NELSON & SONS (CANADA)

JUNE 4, 1971

BRIEF TO THE ROYAL COMMISSION ON BOOK PUBLISHING

FROM THOMAS NELSON & SONS (CANADA) LIMITED

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Thomas Nelson & Sons (Canada) Limited, a Canadian owned publishing house, shares in the concern for the problems which beset the industry, and desires in presenting this brief to assist in finding solutions to these problems. While we have not attempted to answer all questions, we have singled out those which we consider most important.

In Nelson's opinion, the policies of Circular 14 must be continued in Ontario, and, furthermore, should be adopted by all provinces if Canadian authors, artists, publishers, and graphic arts suppliers are to have an opportunity to develop and prosper.

In 1968, the Ontario policy of budgeting a specific amount for the purchase of approved texts was changed, and since then these books have been purchased from a single all-purpose school budget. Books are an essential part of learning and must be adequately budgeted for; this can only be accomplished if a separate and distinct book budget is provided.

Nelson believes that the application of public funds to purchase from foreign sources books and materials available from Canadian sources inhibits the growth and development of an efficient Canadian publishing industry and should be stopped.

Copyright infringement is an especially aggravating problem. Where photocopying is prevalent, a system of collecting royalties to be paid to the publishers should be established.

Governmental publishing operations should not add to the problems of Canadian publishers by providing unfair competition. Nelson believes that the facilities of Canadian publishers should be used for the preparation and production of many of the materials now published by governments and institutions.

Nelson is concerned that the provision of loans by governments to Canadian publishers is not in the interests of creative Canadian publishing because such funding will inevitably lead to governmental controls. One of the most effective means of governmental assistance would be the granting of special tax concessions to publishers of Canadian materials. The effect of such a provision would improve the publisher's cash flow, thereby providing additional capital for new publishing projects.

Respectfully submitted.

THOMAS NELSON & SONS (CANADA) LIMITED

Jack C. Fleming

JACK C. FLEMING
President

BRIEF TO THE ROYAL COMMISSION ON BOOK PUBLISHING

FROM THOMAS NELSON & SONS (CANADA) LIMITED

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Thomas Nelson & Sons (Canada) Limited ("Nelson") began its operations in Canada in 1914 as a branch of Thomas Nelson & Sons Limited, which was established in 1798 in Scotland. In 1949, the Canadian branch was incorporated as a separate company.

In May, 1962, The Thomson Organisation Limited acquired Thomas Nelson & Sons Limited. Lord Thomson of Fleet, who had previously built a publishing empire in Canada, had long been interested in book publishing, and the acquisition of Nelson by The Thomson Organisation Limited provided yet another impetus to Nelson's Canadian publishing program.

Today, Nelson is a Canadian owned publishing house. Approximately three-quarters of the outstanding Ordinary Shares of The Thomson Organisation Limited are owned, directly or through family holding companies, by the children of Lord Thomson of Fleet and trusts for his issue. Lord Thomson's children and all of his other issue now living are Canadian citizens.

In addition, all of the senior management personnel as well as a majority of the directors of Nelson are Canadian citizens.

At an early stage Nelson inaugurated an ambitious Canadian publishing program. One of the first educational series published by Nelson was THE MANITOBA READERS. Soon after, the LIVRES DE LECTURE ACADIENS were published for the Maritimes. Gradually, the scope of Nelson's educational publishing activities increased until it produced texts for many curricular areas.

Considerable attention was given to native writing talent, especially in the field of Canadiana. Certain titles still stand out as memorable to an earlier generation of readers:

Mrs. George Black's	-	MY SEVENTY YEARS IN THE YUKON
Kathleen Shackleton's	-	ARCTIC PILOT
E.G.Woodley's	-	LEGENDS OF FRENCH CANADA
Alan Sullivan's	-	CARIBOU ROAD
Dr.H.V.Morton's	-	HISTORY OF WESTERN CANADA

In 1929, Nelson made another distinctive contribution to the nation's cultural development when Walter Phillips was commissioned as the first Canadian artist to do illustrations for a Canadian book: COLOUR IN THE CANADIAN ROCKIES.

Prominent among later publishing milestones were the OPPORTUNITY WORKBOOKS in English and Arithmetic, edited by Dr.W.E.Hume and by Dr.C.F.Cannon, later Chief Director of Education for Ontario.

In the mid-1950's, an aggressive five-year plan of educational publishing was initiated, resulting in the publication of many books for English language schools:

YOUNG CANADA READING SERIES

ARITHMETIC WITH MEANING SERIES

SPELLING IN LANGUAGE ARTS SERIES

JE PARLE FRANCAIS SERIES

CITIZENS OF CANADA SERIES

DECISIVE DECADES

- and for French language schools:

Série: FEUILLE D'ERABLE

Série: HISTOIRE DE MON PAYS

The authors of these books represent distinguished names in Canadian education. In the past fifteen years Nelson has become one of the major Canadian publishers of educational materials and currently has more than 100 Canadian authors and editors on its list. Nelson has a continuing policy of encouraging and developing new Canadian writing talent.

Some significant general interest titles which have been produced by Nelson in Canada are:

B.A.McKelvie's	-	PAGEANT OF B.C.
Jane Scott's	-	MY ADVENTURES WITH GOD
Wilson MacDonald's	-	ANGELS OF THE EARTH
Richard Harrington's	-	BRITISH COLUMBIA IN PICTURES
D.G.Kerr's	-	CANADA: A VISUAL HISTORY
D.G.Kerr's	-	HISTORICAL ATLAS OF CANADA
The Official Governmental Record of the World Exposition, Montreal	-	EXPO 67

Today Nelson employs 87 people, and is constantly adding more Canadian books to its list. The proportion of indigenous books sold to books imported for resale is growing annually. All profits of Nelson have been retained and re-invested in its Canadian book publishing business.

The following tables give some indication of the growth of Nelson's publishing program over the past five years:

ORIGIN OF BOOKS SOLD

	Imported	Canadian	Canadianized
1966	49.1%	40.9%	10%
1967	49.7%	42.2%	8.1%
1968	43.1%	41.4%	15.5%
1969	44.3%	47.3%	8.4%
1970	33.4%	53%	13.6%

It is notable that in the most recent year more than half of all books sold by Nelson were "indigenous Canadian" and two-thirds were Canadian or Canadianized.

NUMBER OF INDIGENOUS CANADIAN BOOKS PUBLISHED

1970	1969	1968	1967	1966
50	21	25	22	17

ROYALTIES PAID BY NELSON TO CANADIAN AUTHORS

1966	1969
$ 84,127.00	$130,128.00
1967	1970
$104,673.00	$143,379.00
1968	
$120,495.00	

Total of royalty payments to Canadian authors over the five-year period: $582,802.00

Although Nelson does not manufacture the books it publishes, it does have a policy of using Canadian book designers, printers, and binders exclusively in the production of all its Canadian and Canadianized books. In the five-year period to the end of 1970, total payments by Nelson to Canadian designers, printers, and binders were approximately $4-1/2 million.

THE PROBLEMS OF CANADIAN PUBLISHING

The current concern about Canadian publishing was caused by the alarm which followed the sale of two prominent Canadian houses to U.S. interests, rather than by an understanding of the problems of publishing in Canada. Nelson believes that foreign ownership per se is not one of these problems. However, among the problems Nelson considers most important are:

1) the small size of the market which is compounded by the vast geographical size of the country;

2) the practice of Canadian libraries and others "buying around" Canadian publisher agents, i.e. purchasing their books through British and U.S. jobbers;

3) inadequate copyright protection offered Canadian publishers;

4) governmental involvement in publishing areas which could be the prerogative of private enterprise.

SUGGESTED SOLUTIONS TO THE PROBLEMS

THE CANADIAN MARKET

The Canadian market for books is limited. In the case of educational books, it is also fragmented into ten very different provincial markets. More and more, provincial Departments of Education are requiring that texts be tailored to the particular specifications of their own curricula. Such tailoring, whether through adaptation or in the form of a new book, results in increased costs, which must eventually be passed on to the taxpayer. In addition, where in the past a province would approve one book, it now often approves as many as 6 or 8, thus further fragmenting the market.

Nelson supports multiple choice of educational materials on pedagogical grounds but urges that Canadian books be given preferential consideration. The preferential consideration of Canadian books as provided by Circular 14 in Ontario, is desirable because it reduces the possibility that imported books, perhaps in Canadianized versions, would dominate Canadian educational programs.

In Nelson's opinion, the policies of Circular 14 must be continued in Ontario, and, furthermore, should be adopted by all provinces if Canadian authors, artists, publishers, and graphic arts suppliers are to have an opportunity to develop and prosper. Without the Circular 14 assurance, Canadian publishers would have to share the limited Ontario market with many large non-Canadian educational publishing companies, and Nelson, for example, would not have risked $400,000 to develop the YOUNG CANADA READERS nor over $200,000 to produce the SPELLING IN LANGUAGE ARTS SERIES.

In 1968, the Ontario policy of budgeting a specific amount for the purchase of approved texts was changed and since then these books have been purchased from a single all-purpose school budget. As a result, the amount spent on texts has decreased in spite of increasing enrolments and inflation.[1] Books are an essential part of learning and must be adequately budgeted for; this can only be accomplished if a separate and distinct book budget is provided.

BUYING AROUND

According to the Canadian Book Publishers' Council,[2] Canadian libraries are contributing to the crisis in Canadian publishing by purchasing more than 75 per cent of their books through U.S. and British jobbers. There is evidence that Canadian university libraries buy more than 85 per cent of their books through foreign jobbers. Nelson believes that the application of public funds to purchase from foreign sources books and materials available from Canadian sources inhibits the growth and development of an efficient Canadian publishing industry and should be stopped. Alternatively, incentives should be provided to Canadian libraries and others to purchase books from Canadian sources.

1. Ontario School Sales Statistics for 1968 and 1969 submitted in July,1970 by Marsh, Goulding and Wheeler, Chartered Accountants, to the Canadian Textbook Publishers' Institute.

2. Submission to the Province of Ontario Commission on Post-Secondary Education, 1971.

COPYRIGHT

Copyright infringement is an especially aggravating problem in Canada because the loss of any part of the limited Canadian market is serious. School systems have elaborate duplicating equipment and are using it flagrantly to copy works on which publishers and authors hold copyright. Illegal copying in the Canadian educational area continues to increase largely because of restricted textbook budgets. Nelson believes that if book budgets were more adequate, teachers would not be inclined to violate copyright laws by excessive duplicating. Educational budgets for elaborate duplicating equipment are not so restricted, with the result that text material is often copied rather than bought.

Duplicating copyrighted material without payment of royalties to authors results in the authors receiving a lower income and thus discourages them from writing more books. Where photocopying is prevalent, a system of collecting royalties to be paid to the publishers should be established.

GOVERNMENTAL INVOLVEMENT

Governmental publishing operations should not add to the problems of Canadian publishers by providing unfair competition. Nelson is concerned about the variety of materials produced by The Queen's Printer, Departments of Education, and School Boards, all paid for out of public funds and much of it material that could be effectively produced commercially by Canadian publishers. Nelson believes that the facilities of Canadian publishers should be used for the preparation and production of many of these materials.

The temptation to ask for governmental financing is a very real one because the limited and fragmented markets result in Canadian publishing not being considered a sound investment and private capital not being attracted to it. Educational publishing requires a long-term commitment of substantial capital at high risk. This is especially true in Canada.

However, Nelson is concerned that the provision of loans by governments to Canadian publishers is not in the interests of creative Canadian publishing because this will inevitably lead to governmental controls.

One of the most effective means of governmental assistance would be special tax concessions in respect of Canadian published works. This could be in the form of an accelerated write-off of the manufacturing and development costs incurred in respect of the publication of Canadian books, thereby improving the publisher's cash flow and providing additional capital for new publishing projects.

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In presenting this brief, Nelson declares its genuine concern for, and its involvement in, sound Canadian publishing, as well as its desire to assist in finding solutions to the problems that beset the industry.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

ADDISON WESLEY (CANADA) LIMITED

JUNE 4, 1971

BRIEF

Submitted by

Addison-Wesley (Canada) Limited

to the

ONTARIO

ROYAL COMMISSION ON BOOK PUBLISHING

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A BRIEF BY

ADDISON-WESLEY (CANADA) LIMITED

for presentation to

THE ROYAL COMMISSION ON BOOK PUBLISHING

COMPANY HISTORY AND MANAGEMENT

Addison-Wesley (Canada) Limited, a wholly-owned subsidiary of Addison-Wesley Publishing Company of Reading, Massachusetts, USA, was incorporated in Ontario in November 1965 and commenced operations in the Spring of 1966. In that first year, the sales of the Canadian company amounted to something less than $500,000; in fiscal 1970 sales were over $3 million. From the start, the Company has been staffed by Canadians. In 1966 the Company had 12 employees; in 1971 our employees number 40.

The parent company operates an International Publishing Group comprised of subsidiaries in Canada, the United Kingdom, Australia, and Latin America, all of which come under the supervision of the Director of the International Publishing Group, who is President of the Canadian company. However, the Operating Committee of the Canadian company, which is responsible for its day-by-day activities, is comprised of three Canadian officers:

P.H. Bolton - Vice President and General Manager

G.M. Bryson - Vice President, School Division

M.E. Croucher - Controller

THE PUBLISHING PROGRAMME - OVERVIEW

Editorial control of the Canadian publishing programme is completely vested in the Canadian group, which is also responsible for production and sales. Our educational materials are submitted to leading Canadian educators and it is they who shape the content. We are a scientific publisher. In fact, about 98% of the sales of the Canadian company are in the fields of mathematics and science, disciplines that know no regional boundaries and that can have no adverse material effect on the socio-economic or cultural life of the provinces.

Our portfolio at the college level already includes more than 40 Canadian authors, and 30 new works are under development by Canadian educators.

At the elementary level, our textbooks are currently adaptations of programmes developed by the parent company. In the light of the limited Canadian market, a Canadian publisher would find it difficult to afford the millions of dollars required to develop, test and produce an elementary mathematics series such as ours. As Canadians we believe we have an obligation to provide for our children the very best of educational materials, no matter where they are developed. Our Elementary Mathematics Series as adapted for the Canadian market reflects a very strong element of Canadian content, designed to fit the needs of Canadian curricula, and all at a cost that the educational community can afford to pay.

THE ECONOMIC BENEFITS

It is, of course, true that profits accrue to the benefit of the parent company of a Canadian subsidiary. It is also obvious that an educational publisher, like any other businessman, must publish for profit if he is to justify the investment of high-risk capital. Otherwise he would go out of business. On the other hand, Canadian sales of products derived from the parent company, or adaptations of them, also generate earnings that enable investment in Canadian works: works authored by Canadians, produced in Canada, and marketed throughout the world.

A major economic plus for Canada lies in the jobs provided for its citizens, not only the staff of the subsidiary itself, but the work that is produced by Canadian printers and binders. In the past three years Addison-Wesley (Canada) Limited has expended more than $3 million dollars in plant and manufacturing costs in Canada. We believe this to be a significant contribution to the Canadian economy.

SCHOOL PUBLISHING

If we were to list the many reasons for the success of Addison-Wesley (Canada) Limited over the past five years of its incorporated history, one of the main reasons would be the success of its elementary mathematics programme, which is widely used across Canada in English and French.

There is no doubt that Addison-Wesley had a marked advantage when establishing in Canada, for we had a programme in an international language (mathematics) for which there was a great demand in many provinces. This demand was universal and originated from original research funded in the U.S. and centered in Cleveland. The project in educational and publishing circles is referred to as the Greater Cleveland Mathematics Project - "G.C.M.P." Addison-Wesley signed authors from this project and the programme that was developed is now marketed around the world in numerous languages and adaptations. We, in Canada, were able to take advantage of this core programme and adapt what was not Canadian researched or authorized, to form a programme more clearly Canadian in content and format.

From this initial start the Canadian company has ventured into other areas of mathematics and science in both the elementary and secondary levels. In addition, through becoming more familiar with the market and people in the market we have been able to initiate our Canadian editorial programme. Although up to now our start has been modest, our future plans

call for full editorial involvement in Canada. In looking to the future in Canada, in terms of our school list, Addison-Wesley is faced with problems common to the rest of the industry, namely: what disciplines will be the most active over the next ten years, and how can we best publish in these disciplines to maximize a sound dollar return? This, of course, leads into three specific avenues of thought:

A) Indigenous publishing with no international appeal.

B) Indigenous publishing with international appeal:

(i) Exports

(ii) Imports and Adaptations

C) Regional publishing

Let us consider the above in greater detail.

A) Indigenous Publishing with no International Appeal

The Canadian publisher, whether he is a subsidiary of a British or American company or wholly Canadian owned, is immediately faced with the question of how to publish in the Canadian market materials of an indigenous nature that will be acceptable to the consumer, i.e. the student and the teacher. The Canadian consumer of educational materials is used to an American standard of living - for example, large American cars with all the options, 25" colour TV's, and appliances. Many of these products are adapted from the American. For example, the auto industry uses names such as Rideau and Acadian, which

are distinctly Canadian names, but the product is an American design - although manufactured in Canada. Thus the education consumer wants his educational materials to be of the same quality as the material his counterpart uses in similar U.S. courses, and at similar prices. We would like to show what would happen if a Canadian and an American publisher were to publish simultaneously for their respective markets a four colour elementary science programme with all the supplemental aids, teachers' guides, tapes, films, etc., that both the Canadian and American education consumer demand today.

Talking in ballpark figures, such a programme with materials extending from Kindergarten to Grade 6 would cost $1,000,000 in plant costs. Assuming the publisher wanted to amortize his costs over a three year period, it would be necessary to sell 26,000 student editions per grade level at $3.00 per book every year. As a rough calculation, 2% of any specific population area in North America consists of children between the ages of 5 and 12 years of age. If we apply this figure to the American population, assuming a population of 200,000,000 in the U.S., we come up with a figure of 4,000,000 children per grade level in the U.S., vs. approximately 380,000 children per grade level in English-speaking Canada. Thus, to recover his costs, the American publisher must acquire .65% of his market; the Canadian 6.8%. If we are to put this further into perspective it should also be remembered that it is very seldom that more than 33% of a market is available in any one given year, and this is a generous estimate. Thus in real terms the U.S. publisher needs 1.95% of

the available market vs. the Canadian requiring 20.5%. This example speaks of recovery of costs only, not profit return. We believe the above illustration shows the difficulty of producing a sophisticated programme in view of the different sizes of market.

B) Indigenous Publishing with International Appeal

(i) Exports

If there is any particular area where the Canadian publishing industry can be criticized it is in overlooking the potential of the U.S. market. If a Canadian company were to publish a mathematics or science programme that was marketed in the U.S. and acquired 10% of the U.S. market, this would be the same as acquiring 100% of the Canadian. We believe that 25% of our total sales in 10 years will stem from sales to the U.S., Australia and New Zealand. Quite often one hears the argument that Canadian companies cannot afford to market in the U.S. We hold that in many cases export sales permit a company to hire additional necessary marketing staff. For example, our parent company, ten years ago, had fewer school salesmen in the U.S. than Addison-Wesley (Canada) has today.

Two-thirds of the North American population is within 500 miles of Toronto making Toronto an excellent base for sales staff from an economic point of view. West Coast U.S. publishers would have more marketing expense than a Toronto-based house.

The real clue to successful export business is the role or importance of the curriculum departments in all the provinces of Canada compared to the role of their counterparts in the U.S. In the United States most State curriculum departments are primarily selectors of text books. Now most certainly Canadian curriculum departments still perform this role, but their role in preparing aims and objectives for the future, courses of study and guides for the teacher, is far more significant. In many cases, curriculum departments are engaged in pure research. More often, however, they are adapting pure research so that it relates meaningfully to actual classroom situations and helps teachers and students to identify and achieve useful goals. In other words they are doing the type of research indispensable to a school publisher and of course this information is free to all publishers on an equal basis.

We can very frankly state that Addison-Wesley (Canada) enjoys a reputation in the U.S. of being an avant-garde publisher in the field of mathematics, probably more up-to-date than the parent corporation. The reason for this is that the curricula information which was supplied to us, and which is available to all publishers, gave us the direction and stimulus we required to put out unique materials that were ahead of their time and of sound quality. In other words, the exports we enjoy from these products and the reputation we have earned, directly relates back to the early curriculum work by the province of Ontario.

Initially, these products were aimed at a small market, but it is interesting to note that to date one title has sold 8,300 copies in the U.S. against 5,047 in Canada. This year on the same product we project 12,000 sales in the U.S.

and 1,000 in Canada. In one product in computer science (in which it is well recognized Ontario is ahead of every State) we sold 6,000 copies in the U.S. in the first year and 3,500 in Canada. Next year we expect to sell 15,000 in the U.S. and 5,000 in Canada. In addition, this product is being translated for the Japanese market.

We presently have two major projects under way that should show major foreign sales over the next five years.

In conclusion, Canada is extremely competitive in certain disciplines in terms of applied research in education. The market for many of the products that could emanate from such research is firstly in the U.S: As well, there are many opportunities for foreign rights' sales. Considering the limited market in Canada, the export area could very well mean our long-term survival.

(ii) Imports and Adaptations

If we can be allowed to take some poetic licence at this point and consider adaptations as a form of indigenous publishing, it should be stated that adaptations are by far the easiest form of publishing, for they do not involve the changing of the essential philosophy of the given material or materials. Adaptations are very often more profitable than original material, but are very necessary, especially when provincial departments and school boards demand specific changes to a basic programme that they have approved. Adaptations are economically sound because the adaptation is published at a specific request and in a specific quantity.

Adaptations of materials, through translation and limited content change, form an integral part of the concept of international publishing. If adaptations were restricted there would be a severe threat to the "free-flow" of information. In most cases, this does not apply to areas such as the social sciences, history, geography, english, etc., where the criteria of national identity demand indigenous materials.

C) Regional Publishing

(i) Special Projects

It is fair to state that in all countries, Canada not excepted, special interest publishing is demanded by provincial and state boards of education. As examples, we could cite works on Indian tribes throughout Canada, Eskimos of the North and works on ethnic groups forming part of Canada's culture. Obviously, this type of project is not financially attractive to the commercial educational publisher, but is a necessary part of educational publishing. We believe that the large successful national and international publishers have a social responsibility in this area.

(ii) Regional Indigenous Publishing

In areas of social studies, history and geography, there is need for regional materials. This is becoming more of a problem today with the new social curricula that demand extensive regional studies as well as a core programme.

This means that the national and international publishers will have to look more seriously at servicing this need, either by making their operations more sophisticated in the regional areas or decentralizing their publishing operation. Another answer may be found in co-publishing regional works in association with publishers such as Mel Hurtig or Brunswick Press to provide specific materials to fit into a national programme.

D) Circular XIV

Circular XIV in its original intent was excellent legislation and should be enforced in the future with what we feel are necessary modifications. In the past when materials were listed on Circular XIV a publisher was reasonably certain of major adoptions in other provinces. However, in areas of mathematics and science this is not the case, as most provinces want quality mathematics and science materials, regardless of their source. As an example, one province was looking at some Russian mathematic materials with a view to translating and adopting. Even in areas as sensitive as social studies, history, and to a lesser extent, language, regional differences and criteria occur.

In fairness to provinces outside of Ontario, it must be stated that they have always maintained a ruling that Canadian materials of similar quality will get priority; with this attitude we totally concur. Addison-Wesley, being an international publisher primarily of mathematics and science materials, could be accused of a negative bias in this area, because we have lost considerable revenue - $1,000,000 as a conservative estimate through the successful enforcing

of Circular XIV. We mention this purely for information purposes. Editorially, we have enjoyed a close rapport with the curriculum Department in Ontario, resutling in development of Canadian works previously mentioned.

One area of publishing that demands international, national and regional authorship is the field of social studies. Today many social studies programmes being written in the U.S. have people from the culture or country write about their specific area, and then it is finally edited by the U.S. senior authors and editors. For example, the U.S. social studies programme being published by Addison-Wesley includes one Australian, one Japanese, two Canadians, and one Latin American writing about their areas of the world. Under the Ontario regulations, these would be deemed as non-Canadian authors and the programme would be ineligible for Circular XIV listing.

The Canadian editor of a similar programme has a role to play to see that writers are communicating in a manner that complements the Canadian scene. However, to restrict international authorship is simply defeating one of the important philosophical features behind such a programme in the first place.

If, in fact, Ontario is going to further regulate Circular XIV, as it presently stands, it is the opinion of this company that in most cases we will have to base sales forecasts and plant costs on the sales derived from within the boundaries of this province. This means, 160,000 per grade level Kindergarten to Grade 6, and approximately 120,000 per grade level of secondary. If, in addition, the educational consumer in Ontario is going to demand the same quality of materials

in format and design as his American counterpart, then it is necessary to completely subsidize the educational book publishing industry.

Of course, this would not be palatable to the Government, as it directly involves them as a publisher. However, the reality of the situation is that if there are no profits, there are no publishers, and thus the Government inherits the industry by default. The reality of the situation is: no publisher in the future can economically afford to publish major core programmes of a quality demanded by the education consumer for the Ontario market if the same pricing policy on text books is to be upheld.

If, in fact, the Circular is to be upheld in all subject areas and the Government feels that the publisher in fact should receive a reasonable return for his efforts, then it is up to the Government to see that sufficient price support be built in to offset the obvious characteristics of the limited market. At present the procedure for having materials listed on Circular XIV is as follows:

a) The publisher of a new book submits copies to the Curriculum Department for evaluation.

b) The Department then sends the book out to several reviewers.

c) A report is prepared from the Department's examination of the reviews.

At the present time the department is not involved in the profitability of the project, and perhaps justifiably, since most publishers have not talked in terms of profit. We would propose that the profitability issue is an urgent problem, and with this in mind propose the following for the Commission's review and consideration:

1) That the present procedure be upheld.

2) The Government should give the publisher the following information:

   a) Size of market.

   b) How much of the particular subject needs to be covered.

   c) What specifications are required in terms of format and type, binding, etc.

From this the publisher would provide an estimate or tender for the project covering the above mentioned specifications. All of the above would be discussed before authors, etc., are contacted. Assume more than one publisher is interested. The Government would review all submissions, and state a price they are prepared to pay that permits a reasonable profit for acquiring a reasonable percentage of the given market. Where the market is limited the publisher would be allowed a return of at least his capital on his first print run.

With a system like this it is true the prices paid will be substantially higher than in the other provinces for similar products. Nevertheless, high quality materials would be encouraged for Circular listing, without directly involving the Government in the actual process of publishing.

In conclusion, we support the spirit of Circular XIV. However, we also believe that the publisher needs an opportunity for a reasonable profit return, which can be found if the Department will officially sanction high-quality Canadian adaptations manufactured in Canada. This sanction will also have the advantage of maintaining a liberal attitude towards Mathematics and Science and upholding the concept of international publishing.

COLLEGE OPERATION

In relation to our College activities in Canada, we feel it is very important to state that Addison-Wesley, at least at this time, is a specialized publisher in this market. By far the largest part of our list of college texts and reference books is in the areas of Mathematics and the hard sciences, i.e., Physics, Chemistry, Biology, Engineering and Computer Science. While we are attempting to broaden this base of publications into the areas of the Social Sciences, it is nonetheless true and significant that, at the moment, both our editorial and marketing skills are concentrated in the areas mentioned.

This situation does weigh substantially on our activities relating to manuscript acquisition in Canada at the college level. When we are dealing with potential authors in the areas of mathematics and the 'hard' sciences, we have the advantage of offering an established name and editorial reputation. As well, we have an experienced and proven international marketing operation, capable of delivering to the author the maximum sales of his work. Because of these advantages, we have achieved a respectable level of manuscript activity in these areas in our brief history in Canada. Addison-Wesley and its subsidiary companies currently have books in print representing the work of some forty authors from Canadian universities. In these works, ranging from freshman to graduate level, almost every major Canadian university is represented.

We hold it to be virtually self-evident that textbooks written in these discipline areas at the university level are written for a universal English-language market. In these areas, the concepts of 'Canadian experience' and 'Canadian point-of-view' have virtually no meaning. The only criteria of textbooks at this level is academic excellence and pedagogic skill. Indeed, most of these publications could only be commercially viable in the expectation of realizing international sales.

On the other hand, it is almost equally as self-evident that publications in the areas of the social sciences, Business and Commerce, and particularly the Humanities, should indeed reflect a Canadian point-of-view. Unfortunately, at least at this time, most Canadian authors in these disciplines would probably regard Addison-Wesley as a secondary choice as their publisher, simply because we are not well known to them. Naturally, we hope, over the next few years, to rectify this situation. Our parent company is now moving rather ambitiously into a publication programme in the social sciences, and as our name and reputation become better known to Canadian professors in these disciplines, we will be in a better position to compete for worthwhile Canadian manuscripts, directed either to the international market or written more specifically for a Canadian audience. As this capacity grows, we will certainly be in a better position to contribute to the publication of books written in Canada primarily for Canadian students.

We feel it important to point out, however, that the absolute factor on the publication of any Canadian manuscript is the size of the market. At this time, relatively small college level enrolments in specialized Canadian courses often make the publication of a text commercially unfeasible. As post-secondary enrolments grow in both universities and community colleges, and as our universities increasingly stress Canadian studies, these size determinants will change. As they do, we have no doubt that there will be vigorous competition for worthwhile manuscripts -- a competition in which we intend to be serious contenders.

RECOMMENDATIONS

1. In the interest of Canadian curricula, especially in science and mathematics, if we want our schools to use books by Canadian authors, written and produced in Canada for Canadian children, then we must be willing to establish Canadian counterparts of some of the large research groups which have helped to stimulate advances in pedagogy in the United States. We must recognize that the millions of dollars that will be required for such programmes must largely come from the Canadian Government.

2. There are many Canadian and American author teams in Canada whose joint works do not enjoy export sales to the United States because of the U.S. Manufacturing Clause. There should be a concentrated effort to have this restriction lifted.

3. The Canadian Government should be encouraged to work with Provincial Governments in support of small Canadian publishers of both trade and text materials. Although such support may in part have to be financial, there is also a dire need for streamlining Canadian publishing operations. Canada is still short of knowledgeable, trained production and editorial talent.

4. We would recommend that Circular XIV be amended to permit authorization of international learning materials in disciplines that are not sensitive to areas of Canadian culture and identity.

5. We believe that the Department of Education should clarify the definition of a Canadian author eligible for consideration under Circular XIV. For example, what is the status of an American landed immigrant in Canada, or a British subject domiciled in Canada?

6. There are many people in the Department of Education who are as yet unpublished authors, or others at the peak of their writing careers. These authors are not eligible to write Canadian texts authorized for Circular XIV. We are losing the benefit of this Canadian scholarship. To avoid conflict of interest, such authors obviously should not be involved in the decision-making process of authorization, but should be given the opportunity to write.

7. We propose that an international Canadian Conference and Book Fair be established annually to promote Canada, and Canadian education, in the English-speaking world. It would be structured on the lines of the Frankfurt Book Fair attracting international visitors.

BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

ONTARIO SECONDARY SCHOOL TEACHERS' FEDERATION

JUNE 4, 1971

ontario secondary school teachers' federation

1260 BAY STREET, FOURTH FLOOR, TORONTO 5, ONT. TELEPHONE 923-7341

RESUMÉ OF BRIEF TO THE

ROYAL COMMISSION ON THE PUBLISHING INDUSTRY

The Ontario Secondary School Teachers' Federation, in making a presentation to the Royal Commission on Book Publishing, is concerned with the future of educational publishing in Canada.

It is our impression that, because of the growing cost of development for curriculum and learning materials, the industry is having difficulties.

We also feel that a Canadian publishing industry is needed.

Recommendations:

- Assistance for development of learning and curriculum materials to qualified persons and groups
- Department of Education assistance in distributing books newly listed in Circular 14
- Department of Education co-operation with other Provincial Departments and with teaching groups in the development of materials for francophone students.
- Department of Education continuation of Circular 14 and the policies controlling the listing of books.

The major concern of the Ontario Secondary School Teachers' Federation, in making a presentation to the Royal Commission on Book Publishing, is educational publishing - the preparation and publication of learning and curriculum materials. The schools are dependent on the materials produced commercially for them. We feel that certain of these materials must reflect a distinct Canadian outlook and that all should be relevant to the experience of students living in Canada.

What constitutes educational publishing? Production of text books is no longer the only type of educational publishing. All sorts of materials are now used in schools - pamphlets, slides, film strips, films, tapes and records, video tapes, kits and various combinations of these materials and reproductions of various kinds of articles. Broadly speaking, educational publishing is the production of any kind of a material used for communication in the learning process.

The basic issue that the Commission should consider in this regard is whether or not the Canadian educational publishing industry is sufficiently important that it should be kept alive.

The trade publishing business is a different kind of activity. There are not nearly as great development costs, therefore, the requirement for capital is much less. We can anticipate that a Canadian trade publishing business will survive, not necessarily as a stable industry or even with continuously operating

companies, so long as there are Canadian authors or authors seeking to publish their work in Canada.

Educational publishing, on the other hand, is fast becoming an activity requiring considerable capital backing for investment in the development of curriculum materials. This is particularly true because the production of these materials, even text books, is now far more than a matter of an author retiring to his study to produce a manuscript, then sending it to the publisher who edits and publishes it.

Canadian publishers have not been particularly aggressive in moving into the range of educational publishing activities beyond the production of text books. Part of their problem has been a lack of expertise and experience in other communications media. United States educational conglomerates have learned that expertise and experience in other media can be bought by taking over other companies. Here, the Canadian publisher is at a disadvantage because, typically, he does not have that capital. Nevertheless, the level of entrepreneurship of Canadian publishers may be questioned.

The development of learning and curriculum materials is a complex business. Decisions about the objectives in using these materials for courses must be made. The materials themselves must be designed to attain the cognitive and skill objectives of the programmes. Before widespread use, materials

should be tested to see whether they work. The average teacher, however, simply does not have the time to do such work. He can only select the materials he wishes to use from the available supply. Even groups of teachers, pooling their time and efforts, find it difficult to prepare them. Therefore, the schools have to rely in large part on publishers to produce the materials they use.

The development of materials is costly, both in time and money. Even in the United States, while publishers have often undertaken the development and preparation of series of books, film strips, tapes, etc., in many cases, they have stepped in to publish and distribute the materials only after a project, funded by foundations or the United States Office of Education, was well underway and the first outputs available.

From our point of view, the reliance by schools and teachers on publishers to produce materials is a critical issue. There must be text books, films, tapes and pamphlets which reveal the Canadian experience and the Canadian outlook in literature, the creative arts, theatre, communications, history, the social sciences and ecology. We find it hard to believe that there may be a distinct Canadian mathematics, or Canadian chemistry or Canadian physics, but we would prefer to see Canadian references, illustrations and examples in such materials. There may also be distinct Canadian approaches to teaching these subjects.

To produce such materials does not necessarily require Canadian owned publishers. We recognize that British and United States owned houses are publishing Canadian books, manufactured in Canada, and written by Canadians. Indeed, we also recognize that, in many subject areas, Canada has benefited from non-Canadian investment in curriculum development through the availability of materials from United States and British publishers. We suggest, however, that, without the stimulus of a competing Canadian publishing business, the temptation to "warm over" and "revise" United States materials for the Canadian market might become overwhelming.

Much of the difficulty of the Canadian educational publishing industry may be attributed to two factors, both of which grew in importance in the last decade.

First, teachers everywhere have asked for greater freedom in the selection of books, etc., that they use in class. Provincial Departments of Education have, by and large, been willing to accept and support this trend away from the authorization of a single text book for use in all schools in the Province. We would applaud the Departments for prompting teachers to choose the materials suited to the needs and interests of their own communities. We would also support the kind of position which the Ontario Department of Education has taken in controlling, in some measure, the range of books that may be used.

Indeed, the Ontario Department of Education's Circular 14 and the system of departmental approvals for books has prompted a desirable degree of freedom, while, at the same time, protecting Canadian authors, printers, and in some measure, publishers.

On the other hand, just as the system of authorizing the use of a single book for the whole province created a problem in that books became obsolete after only three or four years, so too has Circular 14 created the same problem. The Department has not always been willing to strike books from Circular 14 although their current usefulness was questionable.

This greater freedom to select materials has meant the publishers no longer have long runs and assured sales. The consequence has been that text book prices have risen very rapidly to cover both the promotional costs and the need to amortize all costs over shorter printings. An element of gambling by publishers has also been introduced into the business.

The second factor has been the movement into Canadian markets of American educational publishers. Many large publishers were attracted in the 1960's by the growing university book market. Able to profit in this market, they have diversified into the school market, often employing Canadian writers and endeavouring to provide materials to meet Canadian needs. The marketing techniques have been aggressive and some have brought with them, not just books,

but also United States produced films, film strips, maps, transparencies and other materials.

On the one hand, we applaud the stimulus of this competition at a time when teachers have greater freedom to choose materials they will use. On the other hand, we are concerned that Canadian publishers, lacking the capital backing and facing increasing competition, may not be able to survive in the educational publishing business.

The Ontario Institute for Studies in Education has embarked on a number of projects for the development of curriculum material. The type of approach that they have focused on has been the multi-media kit, a particularly expensive type of development project. The experience of the Ontario Institute for Studies in Education suggests that the market in Canada for these kits is limited. If OISE itself markets the kits, then a commercial publisher is not likely to be very interested in taking over or assisting with the project after OISE has filled the market. OISE is providing a lighthouse of ideas for curriculum materials development, but they also have the funds behind them which the commercial publishers cannot hope to match.

The National Film Board and the Canadian Broadcasting Corporation seem to be the only large scale producers of audio-visual materials in Canada. While their films, film

strips, tapes, etc., have been useful in schools, we can only regret that other companies or agencies have not entered this field. The result is that the bulk of audio-visual materials sold to schools is British or American produced. As we pointed out above, we feel that it is important to maintain a distinct Canadian educational publishing industry. We do not wish to discriminate against British and United States publishers, however.

We are particularly aware too, that it has been very difficult to obtain suitable text books, reference and audio-visual materials in the French language for use in high schools in Ontario. Swiss, Belgian and French books simply do not meet our needs. A distinct Canadian publishing industry in the French language is also a necessity.

There are no easy solutions to these problems. Nevertheless, we make the following recommendations for the consideration of the Commission:

1. To assist publishers with promotional costs and to provide an initial, if limited, market, that the Commission recommend that the Department of Education undertake to buy and to distribute to all concerned teachers and supervisors in school systems, copies of books listed in Circular 14. At the secondary school level,

this would mean roughly 750 copies of any book would be distributed.

2. That the Commission recommend that the Department of Education establish a curriculum materials development fund, monies from which might be given to publishers, teachers, teacher education institutions and others for the development of such materials. Money from the fund should be given to qualified groups under contract terms to develop and produce in pilot form such materials. The aim of such a fund would be to encourage the development of learning materials in those areas where the Canadian experience and identity should be reflected.

3. That the Commission recommend that the Ontario Department of Education continue the text book approval system and guidelines for approvals employed in Circular 14. The Department should, however, make a regular survey of the books in Circular 14 to delete those which are obsolete or nearly so.

4. That the Commission recommend that the Ontario Institute for Studies in Education establish a publishing branch for the publication and distribution of learning materials developed by the Institute.

5. That the Commission recommend that the Ontario Department of Education co-operate with the Departments of Education in New Brunswick, Quebec and Manitoba and interested teacher groups in all four provinces to encourage the development of suitable curriculum and learning materials for francophone students.

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BRIEF

to the

ROYAL COMMISSION ON BOOK PUBLISHING

SUBMITTED BY:

CANADIAN ASSOCIATION OF UNIVERSITY PROFESSORS OF EDUCATION

JUNE 4, 1971

BRIEF TO THE ROYAL COMMISSION ON BOOK PUBLISHING

by the

CANADIAN ASSOCIATION OF PROFESSORS OF EDUCATION

Canadian professors of education have at least three areas of concern with the state of the publishing industry in Canada. First, professors of education share concern as citizens for the health of Canadian society. Secondly, professors of education have a professional concern for the books used by children in Canadian schools. Thirdly, professors of education are themselves authors or potential authors. In relation to each of these areas of concern a number of points should be made.

As members of the Canadian public-at-large, professors of education are concerned with issues of Canadian identity. While there could never be any case for exclusion of reading material merely because it is non-Canadian, there is need for a flourishing print medium industry just as much as there is for a radio and television network sensitive to the characteristics and needs of the nation. A country which subsidizes the Canadian Broadcasting Commission could with equal ideological propriety make policies and expenditures to provide essential communication through printed books.

Many Canadians are now testifying to their belief that Canada cannot survive as a nation if the ideas and culture brought to it by migrant peoples or the communications media are continuously replaced by successive imported idea systems without being transmuted through Canadian experience into some communanality recognizable as Canadian

culture, however diverse that experience and culture may turn out to be. Thus our concern as citizens for Canadian culture merges immediately into our concern for the character and quality of education in Canadian schools. Assuming that this brief does not have to document how backward Canadians have been in recognizing the validity of their own experience or how reluctant they have been to acknowledge their own accomplishments before the rest of the world certifies that they are accomplishments, we wish to point out some consequences of this situation for education and suggest some remedies for it.

One writer of many testifying to the ill effects of an unbalanced comsumption of non-Canadian books is Neil Sutherland, Professor of Education in the University of British Columbia. He says in part,

> the perceptions of realities that students get, even of their own society, is one that is framed for them elsewhere. One sees World War I, for example, through English or through American eyes rather than Canadian ones.

If one searches for how the situation described by Professor Sutherland came about, one must point to the failure of Canadians to ensure that their country used its intellectual resources to study Canadian society and to change knowledge from such study into educational materials that satisfy demanding criteria for instructional effectiveness. Lacking any wide-spread capacity in Canada to do creative work in producing instructional materials, school systems and publishers have often opted--and not surprisingly--to import educational technology of demonstrated effectiveness even though the content of these materials might miss the mark in relevance to Canadian society.

Professor A. F. Deverell of the University of Saskatchewan presents a pointed example of how we become dependent upon American inventiveness and publishing when Canadian governments combine penny-pinching attitudes with policies of indifference to research and development directed at Canadian educational issues.

> Between 1880 and 1884 a "battle of the schoolbooks" occurred. The Royal Readers (Special Canadian Series), which originated in Edinburgh as the Royal Readers, was brought out in Toronto through the combined efforts of Thomas Nelson of Canada and James Campbell and Son. Nelson was a branch of the London firm; Campbell a local printer. At the same time another set of books, the Canadian Readers, was marketed by a new firm known as the W. J. Gage Company. Rejecting both of the above series, the government-of-the-day for Ontario appointed a special committee of educators to develop a single set of books combining the best features of both. The result was the now famous set, the Ontario Readers. The contract for producing these books was given to two firms, W. J. Gage and Company and another newcomer on the scene, the Copp Clark Company. Two new Canadian publishing companies, W. J. Gage and Copp Clark, had emerged. Of special interest, however, is the fact that the various firms attempting to supply schoolbooks for the Canadian market seemed to find it necessary to combine the capital and know-how of two businesses to accomplish the task.
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> The history of the Ontario Readers is one of combined triumph and tragedy--triumph in the sense that, with revisions in 1909 and 1920, the series continued in use in Ontario and some other parts of the country until 1937; tragedy in two ways: (1) In 1909, the Ontario government, in a ruthless decision to cut the cost of schoolbooks, awarded the contract to supply the newly revised books to the Timothy Eaton Department Store for a few cents for each book. The 1920 revised edition was likewise contracted with Eaton's. The most serious problem created by this action was that the revisions were poorly done and the books became unbelievably outdated in both content and educational technology. (2) Another problem, probably equally as serious, however, was that the more lucrative Ontario market was denied to the Canadian independent book publishers. To remain in business these publishing houses were forced to rely upon the relatively sparsely populated remainder of the nation.
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> When the Second World War came upon us in 1939, reading instruction in Ontario, the industrial heart of the country, had not emerged from the educational doldrums created by

> the parsimonious folly of successive governments of that province already described. Teachers were already chafing at the bit at the sight of better financed schoolbooks across the international border. They (and the children) suffered through the war period and years following, when suddenly the problem was solved. The Ontario government made the decision to buy the Curriculum Foundation Series of readers published by Scott-Foresman of Chicago. W. J. Gage and Company had secured the franchise to print and sell these books in Canada. What luck! By 1950 this single program had been authorized, exclusively, in all ten provinces (Newfoundland having become a province of Canada in 1949).
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> By this action the design and production in Canada of reading and language programs of instruction for the primary grades was sealed off. For ten years no publishers and no Canadian writers even attempted production in the primary grade field.

This analysis highlights two failures in Canadian society neither of which are attributable directly to the Canadian Publishing industry and neither of which could have been avoided merely by ensuring that the books in Canadian schools were published by Canadian owned firms. Our first failure as Canadians and one leading to the present debacle in publishing was our indifference to the issues and problems of Canadian society and our failure to ensure that government, universities and other institutions of the land set sufficient people to work on studying these problems and creating imaginative responses or solutions to them. The second failure of Canadians was to let the country fall behind others in supporting the research and development needed to improve education and ensure that sufficient intellectual capital and incentive for it were available to create new curricula and instructional designs appropriate to the needs of Canadian society. As a result of these failures, Canada finds itself boxed ever more tightly into the corner where it

exports many of its creative people then buys back the products of other countries' creativity with the result that home talent often languishes in docile uselessness. Certainly in education, we have become remarkably dependent upon non-Canadian productivity for research and innovation in curriculum and instructional materials.

Meanwhile those Canadians who might have contributed most to the development of Canadian materials and designs for education found little encouragement or incentive to do so. Moreover, the intellectual life in Canadian education is spread dangerously thin across the country. Despite massive expenditures upon education in this country, little is allocated to research and innovation. In this regard, Canadian education has been likened to a great dinosaur with a pea-sized research brain unable to determine what part of the animal is aching let along what to do about it. In recent years, the Economic Council of Canada has made this point with increasing force and noted a concentration of the available resources for research in Ontario. There are only a few Canadian universities in which faculties of education (or any other bodies) have substantial resources to put into innovative curriculum design or into the evaluation of new instructional materials.

Only in the past year or two has the Canada Council begun to make grants openly to persons studying educational problems without requiring that their projects be disguised as something other than education or be directed to ends other than those which might produce useful and publishable educational products. Members of the academic

community in education are only loosely connected since their lines of communication more often lie through American journals or associations than through Canadian ones which are often poor and ineffective. Part of the plight of Canadian publishing may be seen in the fact that few educational publications are even reviewed or subjected to critical analysis and testing. Thus we conclude that Canadian publishing in education requires not only Canadian editing but also Canadian research, writing, testing, evaluation and criticism. To focus exclusively on the ownership of the means of production in publishing is to conceive the problem faced by publishers, schools and educators in too narrow dimensions to permit the development of comprehensive solutions to the problem.

In this situation, Canadian educational publishers have acted essentially as middle men or brokers. At best the publishers have acted in the face of severe economic risks to stimulate Canadian writing and production; often they have been satisfied to import what they could not produce themselves as cheaply or as well; at worst they have clung to safe money making publications until changing educational needs and the competition of superior products have swept them into receivership or merger with more aggressive and wealthier firms. If it is confirmed by an appropriate investigation that a population of 20 million is an inadequate market to support a Canadian-oriented publishing industry, then Canadian publishing is of sufficient social importance to warrant government assistance.

Our Association feels strongly that the question of the ownership of publishing firms must be separated from the problem

of ensuring that Canadian books get published. In other words we believe that any move to save "Canadian publishing" which aims solely at bringing our publishing industry under Canadian ownership would fail to meet the needs of Canadian society in general and its educational system in particular. Publications which serve these needs come from houses whose ownership may lie in nations other than Canada. What is important is not the ownership of these houses but their behavior in meeting Canadian social and educational needs through their publications. We suspect there are some Canadian owned houses which serve these needs poorly and some non-Canadian owned houses which serve them well. The converse of this last proposition is probably true also.

The excellent record in Canadian publication of Macmillans of Canada, a subsidiary of the English firm, is well known. Professor A. F. Deverell provides a specific example of service to Canadian education by another foreign-owned firm.

> Another new but encouraging feature on the current horizon is the production by the Canadian subsidiary of another American super-giant, Holt, Rinehart and Winston Co. of Canada, of one of the most innovative sets of primary grade readers ever published in the English language, the Language Patterns Program (commonly referred to as the Ottawa Readers). In producing this set of books the subsidiary is functioning as a Canadian company, just as the numerous British subsidiaries have, over the years, behaved as Canadians. Ginn and Company have done the same thing by producing in Canada their Integrated Language Program.
>
> Thus, we may still, in spite of take-overs, be able to develop our own Canadian expertness in program designing, and to cultivate a continuing Canadian identity. There is the real possibility that the subsidiaries may function in the interests of Canada, but the test of their intentions will be whether they give priority in Canada to educational materials written by Canadians, and whether they attempt seriously to sell Canadian products elsewhere in the English-speaking world.

Thus we recommend placing controls upon the behavior of publishing firms through regulation or incentive rather than direct action to ensure majority ownership of publishing firms by Canadians. Professor George Tomkins of the University of British Columbia states our position this way:

> With regard to foreign-owned firms, there should be regulations requiring minority Canadian ownership and representation in both direction and management. I am strongly of the opinion, however, that ownership is much less significant than control and that the latter can be effectively maintained by agencies external to the industry itself, i.e., departments of education, school systems and similar bodies. In a word, Canadians have the power easily to control the content of what goes into our classrooms. In some cases, foreign ownership may be no impediment to the development of such content as witnessed by excellent materials produced (with Canadian authorship) by non-Canadian firms. This should be encouraged. Since my own publisher (Gage) was bought out, I have been gratified by the more expansive view (due to greater availability of funds) where Canadian materials are concerned. Canadian publishing has suffered from bad management and possibly needs assistance (from the Harvard Business School?) in this area.

We do feel, however, that there should be a strong Canadian presence in this country's publishing industry. Our view is that while it is not necessary or desirable to exclude foreign owned publishing houses, economic incentives from government should be designed to ensure an equal chance of survival for those companies in which either Canadian control is established or in which the majority of volumes sold is written by Canadian authors. Thus, within a free system, availability of Canadian books could be ensured to the public at large and to school pupils in particular.

As professionals concerned with the books available to schools, professors of Education are in part responsible themselves for reported difficulty in current publishing. Not only in Ontario

but in most provinces of the country Departments of Education, with the enthusiastic encouragement of professors of education have ceased to authorize text books for purchase for each pupil. Through what are called resource centers or classroom laboratories or libraries or just through multiple listings of text books, pupils are to have access to several books on a single topic. Thus the province-wide purchases of single titles have for the most part terminated and the calculable market for the "authorized" publisher has disappeared.

Ironically this improvement in education may be imperilled by the timorous reaction of publishers who hesitate to publish for a school market that is not guaranteed in advance. In this situation there is a tendency to press the use of American publications which are often near enough to meet in part the needs of our schools but are unsatisfactory at every point where American and Canadian experience differs. This is true both in content and in pedagogy. In the latter case the preponderance of American texts in teacher education has prevailed for so long that Canadian initiatives, or Canadian adaptations of non-American innovations are now established with difficulty in this country.

It is in the third area of concern, their own writings, that professors of education become acutely conscious as individuals of the problems of the publishing industry. Publishers assert that the comparative smallness of the Canadian market prevents them from spending on advertising and sales promotion. Thus American volumes are listed in catalogues distributed by American publishers in

Canada while the works of Canadians published by branches of those same companies may not be listed in the American catalogue for either Canadian or American purchasers. Members of our Association can testify to the unwillingness of American companies to list Canadian works in their American catalogues despite the fact that these titles were published by their Canadian subsidiaries and matched the content and instructional requirements of American curricula.

Neil Sutherland's comment on copyright may suggest the possibility of a "book trade" agreement similar to the intent if not the mechanisms of the automobile trade agreement between Canada and the United States.

> One kind of solution is to restrict imports. At least we can demand that either American publishers abandon the protection they presently have which prevents more than a few copies of foreign made books being imported into the United States before copyright is lost, or adopt the same sort of legislation ourselves.

In the past decade much of the valuable curriculum material made available to schools from the U.S.A. has come out of government or foundation funded projects, often from the federal Office of Education itself. Publishers have not for the most part, even with the large market of the U.S.A., risked capital in innovative publication. With the smaller Canadian market it is presumably even more necessary that there should be funding for projects which could result in innovative materials becoming available for publication. The recent extension of Canada Council funding to provide for Canadian studies and the establishment of the Canada Studies Foundation are both to

be welcomed but do not by any means fully meet the need for assistance to Canadian authors in the full range of fields in which it is necessary for them to write if an indigenous Canadian culture is to be developed and transmitted.

Thus, for reasons arising from their three areas of concern with Canadian publishing, Canadian professors of Education urge, with respect, the institution of new policies of the government of Ontario in association with the government of Canada. Specifically CAPE makes the following recommendations to provide support for the publication of Canadian materials for education:

(i) the establishment of a government funded corporation providing risk capital at low interest rates to Canadian owned publishers and to publishers offering largely Canadian authored materials;

(ii) the provision of warehousing faculties to compensate for the slower turn over of stock by a publisher working in a comparatively small market;

(In elaboration of this idea, Professor J. M. Paton of the University of Toronto writes:

> An agency of the Ontario Government should provide, or make possible the provision of, warehouse space, ordering and accounting services, merchandising and sales promotion services--in short, the physical space and expert technical assistance many publishers cannot provide for themselves economically in view of the size of their operation. This kind of assistance might be given through a system of cooperation among publishers, as proposed by Miss Eleanor Harman, Associate Director of University of Toronto Press, in a recent personal brief to the Commission on Post-Secondary Education in Ontario.)

(iii) greater government and foundation support for innovative development projects in curriculum design and organization;

(iv) increased grants through the Canada Council or a comparable Ontario body for support the writing, editing and publication of scholarly works--including periodicals--whose sale is important but limited in volume;

(v) active cooperation in policy and program between Ontario and such national bodies as the office of the Secretary of State to ensure coordinated approaches to the improvement of education and the enrichment of culture across Canada;

(vi) grants or tax incentives to schools and libraries for the purchase of instructional materials (films, tapes, slides, records as well as books and magazines) which are authored by Canadians or which constitute original materials dealing with Canadian issues and problems;

(vii) development of international agreements ensuring that books authored by Canadians but published by Canadian-based subsidiaries of foreign firms have access to the home market of the parent firm;

(viii) opposition to direct publication of materials by departments of education and recognition that success in book publishing depends upon creative imagination and a willingness to take risks--qualities that flourish in an atmosphere devoid of government regulation and red tape;

(ix) opposition to policies on Canadian publishing which restrict the variety of ideas flowing into schools or limit their access to the technology and materials needed for effective learning.